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REPORT

ON THE

ADMINISTRATION OF BURMA

FOR THE YEAR

1910-11



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TABLE OF CONTENTS.

REPORT ON THE ADMINISTRATION OF BURMA FOR THE YEAR 1910-11.

PART I.

GENERAL SUMMARY.

	PARA.	PAGE
Administration	1	i
The Shan States and Karenni	2	ib.
The Chin Hills	3	ib.
The North-Eastern frontier	4	ib.
Condition of the people	5	ib.
Realisation of the land revenue	6	ib.
Surveys	7	ib.
Settlements	8	ib.
Land Records	9	ib.
Transfers of land	10	ib.
Waste lands	11	ib.
Revenue and rent-paying classes	12	ib.
Legislation	13	ib.
Police	14	ib.
Village administration	15	v
Criminal Justice	16	ib.
Prisons	17	vi
Civil Justice	18	ib.
Registration	19	ib.
Companies	20	ib.
Municipal administration: Rangoon	21	ib.
Minor Municipalities	22	ib.
Military	23	viii
Marine	24	ib.
Commercial Marine	25	ib.
Agriculture	26	ib.
Agricultural loans	27	ib.
Co-operative Credit Societies	28	ib.
Weather and crops	29	ib.
Horticulture	30	x
Forests	31	ib.
Mines and quarries	32	ib.
Manufactures and factories	33	xi
Maritime trade	34	ib.
Transfrontier trade	35	ib.
Public Works—		
Roads and buildings	36	ib.
Railways and tramways	37	xii
Irrigation	38	ib.
Provincial financial settlement	39	xiii
Gross revenue and expenditure	40	ib.
Land Revenue	41	ib.
Customs	42	ib.
Salt	43	ib.
Excise	44	xiv
Stamps	45	ib.
Assessed Taxes	46	ib.
Forests	47	xv
Provincial revenue and finance	48	ib.
Local Funds	49	ib.
Municipal finance	50	ib.
Note circulation	51	ib.
Births and deaths	52	xvi
Medical relief	53	ib.
Sanitation	54	xvii
Vaccination	55	ib.
Education	56	ib.
Literature and presses	57	xviii
Arts and sciences	58	xix
Archæology	59	ib.

CONTENTS.

PART II.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

	PARA.	PAGE
PHYSICAL FEATURES OF THE COUNTRY, AREA, CLIMATE AND CHIEF STAPLES	...	See pages 1 to 6 of Report for 1901-02.
POLITICAL.		
HISTORICAL SUMMARY	...	See pages 6 to 10 of Report for 1901-02.
FORM OF ADMINISTRATION	...	See pages 1 to 5 of Part II of Report for 1907-08.
CHARACTER OF LAND TENURES; SYSTEM OF SURVEY AND SETTLEMENTS	...	See pages 13 to 16 of Report for 1901-02 and pages 2 to 5 of Part II of Report for 1908-09.
CIVIL DIVISIONS OF BRITISH TERRITORY	...	See pages 20 to 26 of Report for 1901-02.
DETAILS OF THE LAST CENSUS; TRIBES AND LANGUAGES	...	Changes in the Administration.
The Lieutenant-Governor	...	1
Administrative territorial units	...	2
Additions to and changes in the Administrative Staff	...	3

RELATIONS WITH TRIBUTARY STATES, AND FRONTIER AFFAIRS.

(i) Shan and Karenni States.

The Southern Shan States	...	4
Karenni	...	5
The Northern Shan States	...	6
Mong Mit	...	7
Thaungthut and Zingalein Kanti	...	8

(ii) The Chin Hills.

Relations with external areas	...	9
Internal affairs: the Chin Hills proper	...	10
The Upper Chindwin District: the Pakóku Hill Tracts: the Arakau Hill Tracts	...	11

(iii) The Kachin Hills.

The Chinese border	...	12
Unadministered territory	...	13
Internal affairs	...	14

Condition of the People.

General	...	15
Famine	...	16

CHAPTER II.

ADMINISTRATION OF THE LAND.

Realisation of the Revenue.

Demand, remissions, collections and outstandings	...	17
Revenue proceedings and coercive processes	...	18

Surveys.

Demarcation. Surveys by Imperial agency	...	19
Surveys by Provincial agency: Extension and Revision surveys	...	20
Town surveys. Fishery surveys. Surveys of leased areas	...	21

CONTENTS.

11

Settlements.

	PAGE.	PAGE
Settlements completed	20	20
Settlements in progress, or commenced during the year	21	21
Financial results and expenditure	24	24
General remarks	25	25

Land Records.

Area under Supplementary survey : rural areas	26	26
Urban areas	27	27
Cost of Supplementary survey	28	28
General	29	29
Training of officers	30	30
Transfers of land	31	31

Waste Lands.

Grants and leases for cultivation	32	32
Revenue-free grants of land and assignments of land revenue	33	33

Government Estates and Wards' Estates.

	34	34
--	----	----

Revenue and Rent-paying Classes.

Area held by agriculturists	35	35
Tenancies	36	36

CHAPTER III.

PROTECTION.

LEGISLATIVE AUTHORITY	See pages 21 and 22 of Part II of Report for 1909-10.
-----------------------	---

Course of Legislation.

Work of Legislative Council	37	37
General Acts affecting Burma	38	38
Regulations affecting Burma	39	39
Extension of enactments to Shan States	40	40

Police.

Civil Police : organization	41	41
Cost, strength, recruitment and conduct	42	42
Buildings	43	43
Crime and the working of the Police	44	44
Important incidents	45	45
Particular offences and cases under Special Acts	46	46
The preventive law	47	47
Surveillance and identification of criminals	48	48
Punitive Police	49	49
Railway Police	50	50
Military Police	51	51
Rangoon Town Police	52	52
Village administration	53	53
Wild animals and snakes	54	54

Criminal Justice.

Courts	55	55
Cases	56	56
Disposal of cases	57	57
Punishments	58	58
Appeals	59	59
Revisions	60	60

Prisons.

Accommodation	61	61
Prisoners	62	62
Discipline	63	63
Financial	64	64
Vital	65	65
Miscellaneous	66	66

Civil Justice.

Courts	67	67
Suits	68	68
Appeals	69	69
The Chief Court	70	70
The Court of the Judicial Commissioner, Upper Burma	71	71
General	72	72

CONTENTS.

Registration.

Registration Offices and summary of results	PAGE.	PAGE
Sales and mortgages	73	27
General	74	28
	75	28

Joint Stock Companies.

Companies	76	28
-----------	----	----

Local Boards Administration.

	77	29
--	----	----

MUNICIPAL ADMINISTRATION.

Rangoon Municipality	78	30
Minor Municipalities	79	31

Military.

Strength of the garrison	80	30
Military works	81	31

Military (Volunteering).

	82	30
--	----	----

Marine.

Light-houses and light-ships	83	31
Port Administration, Rangoon	84	32
Pilot service, Rangoon	85	32
Minor ports	86	33
Commercial Marine : shipping	87	33
Commercial Marine : wrecks and casualties	88	34
Government steamers and launches	89	34
Marine works and surveys	90	35

CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

Agriculture.

The Agricultural Department	91	36
Agricultural research and experiment	92	36
Demonstration, Shows and general remarks	93	37
The Veterinary Department	94	37
Agricultural stock and cattle disease	95	38
Pony and cattle breeding	96	38
Agricultural loans	97	38
Co-operative Credit Societies	98	39
Protection from floods	99	39

Weather and Crops.

Character of the seasons	100	39
Area under cultivation	101	40
Area irrigated	102	40
Cropped area	103	40
Prices	104	41

Horticulture.

Agri-Horticultural Societies	105	41
------------------------------	-----	----

Forests.

Administration	106	41
Forest Reserves, operations of survey and settlement, and working-plans	107	42
Preservation of the forests	108	42
Improvement of the forests	109	42
Exploitation of teak	110	43
Other kinds of wood	111	43
Finance	112	43
The Kheddah Department	113	44

CONTENTS.

Mines and Quarries.

[illegible]

Manufactures.

Principal industries	...	...	...	...	...	...	...
Factories	...	...	...	...	...	...	...

Trade.

[illegible]

PUBLIC WORKS

Administrative and general 138 53

(i) *Roads and Buildings.*

[illegible]

(ii) *Railways and Tramways.*

Railways—Construction and surveys	...	...	...	...	...	149	55
Interruptions and accidents	...	...	...	...	...	150	10
Traffic and finance	...	...	...	...	...	151	56
Tramways	...	...	...	...	...	152	7

(iii) *Canals.*

[illegible]

Irrigation.

[illegible]

CHAPTER V.

REVENUE AND FINANCE.

Provincial Settlement.

158 50

Gross Revenue and Expenditure.

000 000 000 000 000 000 159 00

(a) IMPERIAL REVENUE AND FINANCE.

	PARA.	PAGE
Total Imperial figures : notable variations	160	60
<i>Land Revenue.</i>		
Land revenue receipts	161	60
<i>Canal (Navigation and Irrigation) Revenue.</i>		
	162	61
<i>Sources of Imperial Revenue other than the Land.</i>		
Customs	163	61
Opium	164	ib.
Salt : changes in law and organization	165	62
: Supplies of salt	166	ib.
Revenue and miscellaneous	167	ib.
Excise : general	168	ib.
: opium	169	63
: liquor	170	64
: cocaine and morphia	171	ib.
Stamps	172	ib.
: Judicial stamps	173	65
: Non-judicial stamps	174	ib.
Assessed taxes	175	ib.
Forests	176	66

(b) REVENUE AND FINANCE OTHER THAN IMPERIAL.

Provincial Receipts and Expenditure.

Provincial receipts	177	66
Provincial expenditure	178	67

Local Funds.

District Cess Funds	179	67
District Funds	180	68
Other Funds	181	ib.

Road and Education Cesses.

	182	68
--	-----	----

Municipal Revenues.

Rangoon Municipality	183	68
Other Municipalities	184	69

Other Funds.

	185	69
--	-----	----

Paper Currency.

	186	69
--	-----	----

CHAPTER VI.

VITAL STATISTICS AND MEDICAL SERVICES.

Births and Deaths.

Number of births and deaths	187	71
Causes of death	188	ib.
Plague	189	72
Févers	190	73

Emigration and Immigration.

	191	73
--	-----	----

Medical Relief.

	PARA.	PAGE
Hospitals and Dispensaries	192	73
Attendance and treatment	193	75
General	194	76
Lunatic Asylums	195	76

Sanitation.

Principal works and expenditure	196	74
---------------------------------	-----	----

Vaccination.

Vaccination	197	75
General	198	76

CHAPTER VII.

INSTRUCTION.

GENERAL SYSTEM OF PUBLIC INSTRUCTION	See pages 77 to 83 of Part II of Report for 1907-08.
--------------------------------------	--

Education.

Educational measures	199	77
Public and Private schools, and general remarks	200	78
Number of schools and scholars and expenditure	201	78
Primary education	202	78
Secondary education	203	78
Collegiate education	204	79
Technical education	205	79
Training schools	206	79
European schools	207	80
Education of special classes	208	79
Female education	209	79
Insein Reformatory School	210	81

Literature and the Press.

Publications registered	211	81
Presses, newspapers and periodicals	212	81

LITERARY SOCIETIES

	See page 101 of Report for 1901-02 and page 69 of Part II of Report for 1904-05.
Rangoon Societies	213 82

Arts and Sciences.

	214 82
--	--------

CHAPTER VIII.

ARCHAEOLOGY.

	215 84
--	--------

CHAPTER IX.

MISCELLANEOUS.

ECCLIASTICAL JURISDICTION.

	See page 104 of Report for 1901-02.
--	-------------------------------------

Ecclesiastical.

	PARA.	PAGE
...	216	85

Stationery.

...	217	85
-----	-----	----

Office of the Chemical Examiner and Bacteriologist.

...	218	85
-----	-----	----

Office of the Superintendent of Government Printing.

...	219	86
-----	-----	----

REPORT

ON THE

ADMINISTRATION OF BURMA

FOR THE YEAR 1910-11.

PART I.

GENERAL SUMMARY.

1. Sir Herbert Thirkell White, K.C.I.E., I.C.S., was Lieutenant-Governor of Burma until his retirement on the 19th of May 1910, when Sir Harvey Adamson, K.C.S.I., I.C.S., assumed charge of the Government. There were few changes in administrative units during the year, and the number of Civil Divisions and Districts remained the same, though the rearrangement of the Hanthawaddy and Pegu Districts is foreshadowed in the near future.

2. The condition of the Southern Shan States remained peaceful: the rainfall was favourable to cultivation, and trade and the revenue of the States expanded. They shared in the access of serious crime which marked the year in Burma, but the volume of the less heinous kinds of crime diminished. The new railway line to the Southern Shan States was surveyed as far as Yawnghwa, the proposed terminus. The lack of means obliged Government to decrease its grant to the States from Provincial Funds for ordinary public works, but the Chiefs were able to contribute larger sums of money than in 1909-10. The year was notable in the history of Karenni for the success of the efforts of the Council administering the State of Kantarawadi to restore its finances, and for an extension in the cultivated area, affording a new means of subsistence to a population which had chiefly—until the decline of the trade in timber in recent years—depended on forest occupations for its livelihood.

The peace of the border in the Northern Shan States was not undisturbed, and it was necessary for the Police to use armed force on more than one occasion. In the unadministered regions in the east of the States there were also dissensions and, within administered territory, the management of the State of North Hsenwi called for measures of reorganization. The mass of crime in the States declined, but, as elsewhere, offences of the more serious kinds grew in frequency. The rainfall was good, the aggregate revenue of the States advanced, and the general prosperity of the people continued to rise. The States supplemented a necessarily restricted grant from Provincial Funds by expending over five lakhs of rupees on public works. Five new Public schools were registered during the year.

The State of Mōng Mit enjoyed an uneventful and prosperous year, and in the small Shan States along the course of the Upper Chindwin River there was no outstanding event, except the occurrence of a raid carried out by a village in the unadministered region.

The Chin
Hills.

3. The event of most importance in the history of the Chin Hills was the successful despatch of joint columns—one marching from the Upper Chindwin District, the other from the Naga Hill Tracts in the Province of Eastern Bengal and Assam—for the purpose of punishing the village of Makware in unadministered territory for a raid perpetrated on Homalin village in the Upper Chindwin District. In the Chin Hills proper the rate of tribute was raised and the enhanced demand was realized without difficulty. In the other administered regions inhabited by Chins the year was uneventful.

The North-
Eastern
frontier.

4. The condition of the Chinese marches was in the main peaceful, only one raid into British territory taking place. The successful efforts of the Chinese authorities to suppress the cultivation of the poppy in Yünran has had the effect of largely enhancing the price of opium, and cultivation of the plant on the British side of the frontier is increasing. In unadministered territory the most notable event was the despatch of columns north-east of Myitkyina to Hpimaw and north to Hkamti Lōng. The attitude of the tribes encountered was friendly. A Military Police post was established at Lauhkaung on the 'Nmaikha. Elsewhere along the line of unadministered territory the year was free from incident, save for a recrudescence of the inveterate Laban feud, and premonitions of a revival of the Tingaw vendetta. The total number of criminal cases instituted in the Kachin Hill Tracts fell, but violent crime increased in the Bhamo District. The amount of tribute demanded rose, but collection was effected without difficulty. The work done by headmen was generally good and inter-village paths were well maintained.

Condition
of the
people.

5. Agricultural conditions were, for the cultivator, less favourable in both parts of the Province, but in Lower Burma an increase in prices compensated, perhaps fully, for this. Certain districts in the Dry Zone of Upper Burma, especially Yamèthin and Meiktila, underwent some distress, and in Thayetmyo and Tavoy there was local scarcity which, however, nowhere called for the introduction of the measures allowed by the Famine Code.

Realization
of the land
revenue.

6. In the wider meaning of the term, *i.e.*, including *thathameda*,* the capitation tax and some other sources of supply, the demand of Land Revenue rose: but the increase in the demand of land revenue proper was very small and—owing to the fact that much larger remissions had to be granted—the actual collections fell considerably below the figure of the preceding year. Lower Burma suffered from floods and portions of the Upper Province from deficient or untimely rain, and there was no large increase from new settlements of the revenue. The prediction made in 1908 † that the limit of expansion of ordinary land revenue was not even in sight might thus appear to have been, within the short space of three years, falsified: it did not, however, take into account the effect of applying to Lower Burma the system of Revenue Settlement under which the operations continue for more than one year: under the old system higher rates of land revenue came into effect somewhere in the Lower Province every year, whilst under the new it may happen that a year passes without any large enhancement

* *Thathameda*, the household tax in Upper Burma.

† *Report on the Administration of Burma for 1907-08*, Part II, paragraph 40.

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accruing. This was the case in 1910-11. When the increment due to enhancement of rates is deducted from the demand of each of the two years, it appears that the increase in the demand in the year of report, although not considerable, was nevertheless greater than the trifling amount shown in the returns. The adversity of agricultural conditions during the year is further indicated by the fact that coercive processes—and particularly the severer measures—were more freely utilized for the recovery of the revenue than in the preceding year.

7. The Topographical survey by the Survey of India Department of Surveys, regions in the north and east of the Province continued, and trigonometrical and other scientific operations were conducted in several localities. No special establishment was entertained at the cost of Provincial funds for the survey of large extensions of cultivation, but Revision survey by special agency went on in two districts of Lower Burma, and further operations are contemplated. Financial considerations impeded the survey of urban areas, but it was found practicable to institute demarcation in several, and to carry out survey operations in five towns. Eighty-one fisheries were demarcated and surveyed in the Lower Province. The area of land surveyed as a preliminary to the grant of leases varied little from the figure of 1909-10, if an exceptional area falling within the figures of the preceding year be excluded. In the Tenasserim Division a considerable area—though less than in the preceding year—was surveyed as a preliminary to the cultivation of rubber.

8. Financial stringency prevented the creation of new Settlement establishments; the number of parties remained at five, and the number of districts in which the rates of land revenue have been fixed after the elaborate enquiry known as a Revenue Settlement at thirty-one out of thirty-seven. Four settlements were completed and, in continuation, four new areas were taken up during the year. The settlement of the first circuit of the Hanthawaddy District commenced the cycle of third settlements in Lower Burma. New rates were sanctioned in the Lower Chindwin District. The expenditure on settlement operations declined considerably.

9. The rural area under Supplementary survey rose by more than a thousand square miles, the increase accompanying the introduction of operations into three townships of the Pakòkku District. The number of towns in which the operations of Supplementary survey are carried out also rose considerably. The cost of the operations advanced with the extension of survey to new areas and now approaches fifteen lakhs of rupees. In the Upper Province it had been found that the parties concerned failed to report alienations of land to the village headmen; in the year of report the rule was accordingly changed and in future these reports are to be made to the Revenue Surveyor. Survey schools had a less successful year; a decline in the number of pupils and poorer results at examination were reported.

10. The area of land transferred, whether by outright sale or by mortgage, declined to the lowest figures on record. The area of mortgaged land redeemed was the lowest for many years. The value per acre of land, whether sold or

~~mortgage~~ also declined, the fall being most marked in the Lower Province, ~~where~~ the range of the statistics is much greater and the chance of exceptional ~~error~~ less. The diminution in the amount of land transferred is ascribed to the fear of agrarian legislation restricting transfers, and the drop in value to a curtailment of credit facilities.

Waste lands.

11. Land is not often now formally leased or granted except for the cultivation of special staples, or for the purpose of conferring special terms of exemption from the land revenue otherwise payable. Large areas were leased in the Tenasserim Division for the purpose of cultivating rubber, and the Provincial area rose, in spite of a considerable diminution in the area leased in the Arakan Division.

Revenue and rent-paying classes.

12. The great bulk of the occupied land is held by agriculturists. The area held by tenants paying full, that is to say fixed, rents continued to rise and now, in seventeen districts of the Lower Province, approaches three million acres. Friction between landlord and tenant is exceptional.

Legislation.

13. Three Bills were passed by the Legislative Council of Burma during the official year. The Burma Process Fees Act consolidates and simplifies the law relating to processes and process-servers. The Burma Steam-boilers and Prime-movers Act is a repealing and re-enacting Act, providing better means for reporting accidents and breaches of the law, and a better classification of engines. The Rangoon Police Amendment Act was framed with the main object of restricting the carrying of knives, loaded sticks and other weapons of a deadly character in public places in Rangoon. Two Regulations affecting Burma were enacted. These were Regulation II, which amended existing legislation with the object of delegating certain powers to the Local Government, and Regulation VI, which had the object of controlling the petroleum-mining industry in Upper Burma.

Police.

14. In the Civil Police force, the cadres of Sub-Inspector and European Sergeant were increased in order to constitute reserves. The cost of the force rose to fifty-five lakhs of rupees approximately. There is still difficulty in recruiting up to the sanctioned strength and proposals were made in several cases, and have been sanctioned after the close of the year in the case of the Hanthawaddy District, to raise the emoluments of certain ranks. Dismissals were fewer than in 1909, as were resignations without pension or gratuity, but departmental punishments increased. On the whole, service in the force appears to have been slightly more popular, but the lack of housing accommodation is acutely felt and, until houses are provided, it cannot be said whether the existing rates of pay are adequate generally or not. There was a regrettable rise in the volume of crime and though, if gauged by the total number of cases dealt with, the year was not the worst, yet in the graver classes the year showed an increase, the figures for 1910 being the highest of the quinquennium under the heads of offences against the State, serious offences against the person, and serious offences against persons and property, or property only. The Pegu Division continued to show the greatest volume and the largest increase of crime. There was a marked rise in the number of violent crimes, and cases of kidnapping and abduction for ransom, in some cases attended with murder, were numerous in the Tharrawaddy and Pegu

Districts. Proposals are being framed for improving the organization of the Police in the Division, the condition of some parts of which are characterized as lawless. Cases of cattle-theft increased in number, as did Exorcise cases, but there was a slight decline in the number of prosecutions under the Opium and Gambling law. Of individual incidents, the most notable among many grave crimes was a rising which took place in the Sagaing District in November 1910: over eight hundred men joined in it and, though the attack of the insurgents on the Police-station at Myinmu was unsuccessful, there was a failure to obtain information of the rising in advance. Detection and the preparation of cases for trial were about as successful as in 1909. The 'preventive' sections of the Code of Criminal Procedure were employed in prosecuting approximately the same number of persons as in 1909, but the figure was markedly lower than that of 1908 and there were cases in which the local Police authorities did not give effect to these provisions of the law. Surveillance of prisoners is stated to have been generally effective; the identification of offenders by the Police was good, and the Finger-print Bureau continued to do successful work. Punitive Police-forces were posted in the Tharrawaddy and Prome Districts. The administration of the Railway Police was uneventful. The amount of violent crime dealt with by that branch of the Police Department diminished, but this was no doubt in some measure due to a change in jurisdiction made in the previous year.

The Military Police maintained a high level of efficiency and discipline. In addition to the usual cold weather escorts in the frontier districts, columns accompanied Political Officers into the unadministered territory to the north-east of the Myitkyina District, and into Hkamti Lông.

The Rangoon Town Police continued to do good work. In contrast to the rest of the Province, the volume of serious crime in Rangoon varied little from the figure of 1909, and the town was free from the riots and faction-fights which had troubled it in previous years. There was a noticeable diminution in the number of thefts from houses.

15. The total number of village headmen in the Province decreased slightly, the process of amalgamating headmen's charges in special cases being continued during the year of report. The number of headmen of large jurisdictions, or circles, receiving the full commission throughout their charges, diminished, as did the number of subordinate headmen receiving no commission, and against these diminutions is to be set an increase in the number of independent headmen drawing full commission. The number of headmen exercising special Civil or Criminal powers advanced.

Village
administra-
tion.

16. The number of original criminal cases tried by the Courts of the Province rose by more than two thousand. The passionate nature of the people, the spread of alcoholism, and—in the case of kidnapping and cattle theft—the extension of the system of ransom, under which the removal takes place primarily in order to extort a reward for restoration, are suggested in the reports as having caused the growth in criminality. Doubtless each of these causes, along with other obscurer motives, contributed. There was a large increase in the number of witnesses examined and the average duration of cases tried in Magistrates' Courts rose in both parts of the Province. There were fewer sentences of simple

Criminal
Justice.

fine, both in Upper and Lower Burma, whilst the number of sentences of imprisonment not exceeding one month rose by more than five hundred. The number of first offenders released on security under section 362 of the Code of Criminal Procedure was practically stationary in Lower, and fell slightly in Upper Burma. The number of appeals rose largely in Lower and slightly in Upper Burma, but the percentage of confirmations increased in both parts of the Province.

Prisons.

17. Accompanying the advance in the number of crimes and criminal trials, the year witnessed an increase in the number of convicted persons received into jail. The number was higher by nearly two thousand than in 1909. It was higher by a thousand than in any other year in the past decade, and the decade has seen an increase of 32·38 per cent., or more than double the percentage by which the population of the Province has risen. The reason of the increase is to be found in some measure in the tendency of the Courts, noticed above, to impose sentences of short terms of imprisonment. The total figure for the Province under the heads releases on probation, discharges after admonition, and deliveries to parent or guardian, given in the *Reports on the Administration of Criminal Justice*, was exactly the same in 1910 as in 1909, though the reports show six hundred and thirty more convicted persons in the later year, and this suggests that in some of the cases in which brief terms of imprisonment were awarded an order of conditional release or admonition would have been appropriate. The number of juvenile offenders admitted to jail showed a slight increase, but the percentage declined. Rules for the classification of the Meiktila Jail as a juvenile jail were brought into effect, and a satisfactory start was made in the application of a modified form of the Borstal treatment. The increase in jail admissions led to overcrowding. Fortunately this was not attended with prejudice to the health of the jail population, which continued to be good, but additional accommodation is required and steps are being taken to provide it as funds allow. The total number of punishments awarded in the jails fell largely, but the decrease was mainly in the category of minor offences: several of the graver forms of wrong-doing showed higher figures than in 1910. The net cost to the State per head for the maintenance of the prison population advanced slightly.

Civil Justice.

18. Alike in Upper and Lower Burma there was a decrease in the number of civil suits instituted, but the decline was less marked in 1910 than in preceding years. The Judges of the Chief Court had conjectured in 1909 that the diminution observed since 1906 in the number of cases instituted in Lower Burma might be due to some severe crisis experienced about the year 1905 by the *chetty** firms trading in Burma. The continued diminution in 1910 has led them now to the opinion that the real reason may be a general increase in prosperity. Probably many causes—a growth in general prosperity, the policy of Government towards transfers of land, and financial stringency among the *chetty*s—have contributed. Some effect must also no doubt be assigned to the growing duration in the length of time an original suit takes to dispose of; to the increase—common in 1910 to both divisions of the Province—in the percentage of wholly infructuous proceedings.

* A Madras caste which includes money-lenders.

in execution ; and to the diminution in the number of judgment debtors imprisoned. The percentage of suits for money or moveable property to the total number of suits instituted rose in 1910 both in Upper and Lower Burma. The same feature of increased average duration of the proceedings is noticed in the work of appellate courts during the year. As an exception to the general tendency of suits to diminish numerically, the number instituted on the Original Side of the Chief Court increased, as did institutions in Courts of Small Causes in both Upper and Lower Burma, and the latter fact goes to confirm the view that the diminution in the volume of litigation may be, to a certain extent, due to the protracted nature of civil litigation. In the Chief Court, in spite of the appointment of Additional Judges, there was congestion of work, and the average duration of contested cases on the Original Side rose to the high figure of four hundred and twenty-nine days.

19. There were three more Registration Offices in operation at the end of 1910 than at the close of the preceding year. The year concluded a triennial period, a noticeable feature in which was the decrease in the number of documents registered and in the value of the property concerned. The last year of the triennium disclosed a revival, both in the number of registrations and in the aggregate value of the property affected, but the closing figures nevertheless stood considerably short of those for the years 1906 and 1907. Of compulsory registrations affecting immoveable property sales are more numerous than mortgages in Lower Burma, and the reverse is the case in the Upper Province. In Lower Burma the outstanding feature of the triennium was an increase in the number of sales of the value of Rs. 100 and upwards. Registration.

20. There were again many new flotations, especially of undertakings connected with rubber and petroleum. Sixteen companies, with a paid-up capital of thirty-two lakhs of rupees, were wound up during the year, and six companies reduced their paid-up capital. The returns do not show what proportion of the reductions of capital represents losses written off, nor whether a winding-up represents termination of the undertaking on reconstruction, or on loss of the capital embarked, but the course of prices on the Rangoon Stock Exchange during the year, the published reports of companies' meetings, and the failure—after the close of the year of report—of a Bank in Rangoon show that there has been in recent years unhealthy flotation of companies in the Province. Companies.

21. No fresh taxation was introduced in Rangoon. The question of the assessment of Government property, which had been pending for some years, was decided. The occurrence of cases of human glanders led to an examination of all—and the destruction of many—of the hackney-carriage ponies. There was a fall in the general death rate and satisfactory progress was made in vaccination, but the plague mortality rose over the figures of 1909. Perhaps the most pressing reform now needed is an adequate supervision of the wholesale milk supply, which is reported to be disgracefully impure. Municipal administration : Rangoon.

22. The number of minor Municipalities rose by one, through the substitution at Insein of a Municipality for the existing Town Committee, and now stands at forty-five. Sanitary works—aimed at the future suppression of plague— Minor Municipalities.

continued to absorb all available funds, to the exclusion of many much-needed improvements and additions to ordinary public works. Schemes of water-supply were commenced in three Municipalities, and are at various stages of maturity in several others. The reclamation of low-lying Municipal areas engaged attention. Two new Municipal Hospitals were opened. The number of areas notified under the Municipal law rose by one, to seventeen.

Military.

23. A battalion of British Infantry was withdrawn from the Province towards the end of 1910, and the total strength of the garrison at the end of the year had decreased to less than ten thousand men. Expenditure on Military works declined. The number of volunteers and of efficients rose, but the amount of capitation and other grants fell slightly.

Marine.

24. The ordinary revenue of the Commissioners for the Port of Rangoon expanded by as much as five and a half lakhs of rupees, more than half of this sum accruing through an increase—from one and a half to four annas per ton—in the rate at which the River Due is imposed. Expenditure also rose, but solely on account of increasing debt charges, and there was a small surplus of ordinary revenue over ordinary expenditure. The execution of the project for guiding the Rangoon River was accelerated, and the work of depositing the brushwood mattresses which are to form the foundation of the training wall was completed, after the close of the year of report, a year and a half ahead of the anticipated time. This made it necessary to raise during the year a loan of six lakhs, which was issued at Rs. 94-10-0, a price which compares favourably with the price, Rs. 93, at which the loan of thirty-two lakhs of 1909-10 was negotiated. The Government of India sanctioned during the year a net estimate of one hundred and seventeen lakhs for the river-training scheme; owing, however, in part to an under-estimate of the cost of quarrying stone, and in part to material alteration in the plan of works, this estimate is now under revision and it is conjectured that the scheme will ultimately cost one hundred and fifty lakhs gross. There was an increase in the various heads of receipt of the Traffic Department. The heavy burden imposed on the revenues of the Port by the service of a capital debt which now approaches two hundred and fifty lakhs of rupees has retarded expenditure in several directions, and it was found impracticable in the year to develop the riverine estates recently acquired by the Commissioners. The reconstruction of the Sule Pagoda wharf continued. The pilotage service was satisfactorily maintained, and no serious accident occurred to a vessel in charge of a licensed pilot. Casualties to shipping, however, rose in number and were in three cases attended with loss of life.

Commercial Marine.

25. The entire administration of the light-houses was assigned to the Marine Department during the year. Structural and optical improvements were made in various light-houses. There was less sickness among the establishments. Over all the ports of the Province, fewer steamships entered from foreign countries than in 1909-10, but the aggregate tonnage rose; the number entering Rangoon increased slightly, and the tonnage considerably. Similarly, the number of vessels engaged in the coasting trade which entered the various ports decreased, but their tonnage was higher. The percentage of vessels flying a foreign flag declined.

26. For the greater part of the year the Agricultural Department enjoyed ~~Agriculture~~ the services of two European experts only. The full area of the Agricultural Station at Mandalay came into use, and a beginning was made with experimental cultivation at the Hmawbi Station in Lower Burma. Close relations were maintained between the Department and the Co-operative Credit Societies. Cultivation of the moisture-resisting variety of rice in the Akyab District expanded. The work of the Chemical Laboratory included many analyses of water and silt. The dissemination of information by means of leaflets and bulletins continued, and a scheme for the supply of improved agricultural implements was sanctioned by Government. (A new Veterinary School was established at Taunggyi, in order to provide a convenient means of instructing Shans. Agricultural stock enjoyed a fair year and, in spite of numerous outbreaks of cattle disease, all descriptions of stock, except buffalo calves, increased in number.)

27. Larger advances were made to cultivators than in the preceding year and the amount of past advances repayment of which was suspended was, as in 1909-10, high, the occurrence of floods and other adverse agricultural conditions calling for leniency. An important change in procedure was made with the object of enabling advances to be given out earlier than in the past, namely at the commencement of the agricultural season. Agricultural
loans.

28. There was great activity in the formation of Co-operative Credit Societies, the number in existence nearly doubling. The Shwebo District alone established sixty-four and there is some evidence that in this district, which now has one hundred and fifty-four societies, their existence is reducing the rates of interest demanded by money-lenders. Societies continue to be much more numerous in Upper than in Lower Burma. Five new Urban societies were founded. The Central Society at Pakòkku was reorganized and a new Central Society formed at Mandalay, under the title of the Upper Burma Central Bank. Unions of societies trebled in number, and in them lies the chief hope of the movement. If it is found that the Unions make it practicable for societies to manage their own affairs, unlimited expansion will be possible, and this would necessarily be accompanied by a decline in outside rates of interest. A beginning was made with the formation of Cattle-insurance Societies. A Co-operative and Agricultural Conference was held after the close of the year. Co-operative
Credit
Societies

29. Neither in Upper nor in Lower Burma was the agricultural year so favourable as 1909-10. In Lower Burma the rainfall was capricious and unevenly distributed and many of the maritime and inland districts suffered from floods. In Upper Burma the year was poor, except for the northern Wet-Zone fringe, for those regions which enjoy the benefit of irrigation, and for the strip of cultivation along the course of the large rivers, which bestowed a deeper inundation than usual. The occupied area in the Province rose, but the rate of increase has become slower, and the area of current fallows increased by a high percentage, as did the area on which crops, after being sown, failed to mature. The irrigated area fell to less than a million acres. The cropped area decreased by more than half a million acres. There were large general decreases in the area sown with the early variety of sesamum, and with red millet, and local Weather
and crops.

variations resulted in a decline in the area cropped with rice. Cotton also declined. Of the main crops, pulses alone showed a large increase, but an advance in the area under rubber is noted. A less favourable season and the probability of a restricted supply of rice caused the Rangoon price to open at a high figure. It remained high in that market and, as the Rangoon price regulates most district markets, there were few places which did not report a better price than in 1909-10. The price of cotton, groundnut, sesamum, red millet, white millet and the generality of other crops also rose; red bean was the only considerable crop which realized a lower price. There has been an extraordinary advance in the price of rice since the close of the year.

Horticulture.

30. The Agri-Horticultural Society of Burma increased the number of its members, and held a successful Exhibition in January 1911. The Tenasserim Agri-Horticultural Society was revived after four years of inactivity, and held a Show at Moulmein in the same month.

Forests.

31. A new scale of pay, varying with the length of service, came into operation for officers of the Provincial Forest Service and will improve the prospects of that branch of the Forest Department. A new Forest Division was created, and the Forest school was removed from Tharrawaddy to Pyinmana. Uniform rules were laid down for the Province on several technical matters. The creation of Forest Reserves continued, but the area finally notified and that within which private rights were determined were smaller than in the preceding year. Three parties were entertained for the preparation of working-plans. As with the topographical survey of reserved forest, working-plans lag far behind reservation and are now awaited for no less than sixteen thousand square miles. In portions of the Tharrawaddy and Sagaing Districts the felling of timber for fuel was either regulated or altogether prohibited, and in the Ruby Mines District the practice of shifting cultivation on hill-sides was forbidden over a considerable area. The cost of operations for the protection of the forests from fire fell. The amount of teak extracted increased, as did the removal of the unreserved kinds of wood. The receipts of the Department owing to these and other particular causes advanced largely: the financial results are more particularly noticed in a later paragraph of this summary. The Kheddah Department captured a large number of elephants, but lost many by disease: there was a financial deficit on the year's working, and the operations have been closed since the termination of the year of report.

Mines and Quarries.

32. The returns relating to mines disclose an extraordinary outburst of activity in examining the mineral resources of the Province. The number of applications for permission to prospect, explore, or mine increased more than four-fold: nearly five times as many applications were disposed of as in the preceding year: and, in spite of this, the number of cases pending at the end of the year was more than five times the corresponding figure in the previous year. The centre of activity was the Tavoy District, where the successful exploitation of wolfram-ore encouraged the search for that and other mineral deposits, but towards the close of the year the Mergui District shared in the fever. In the oil-bearing region the increased activity was due to a different

cause: there the main oil-fields returned a smaller production of petroleum, and it is reported that the oil-bearing sands are becoming exhausted. The prospecting effort of the year appears, however, to have revealed no new field of any magnitude, though new wells were reported from the Mambu and Paköku Districts. The gold-dredging and ruby-mining industries experienced an unfavourable year. Some copper was produced in the Myitkyina District. The Burma Mines Company extracted silver, lead-ore and lead-slag of the value of approximately twenty-five lakhs of rupees, or more than twice the value of the output of 1909, from the Bawdwin Mines. Tin was also exploited on an increasing scale in the Mergui District. The receipts of the State from royalties on petroleum, rubies, jade, amber and other minerals rose to the highest figure on record, partly owing to the fact that increased extraction of petroleum in the less important fields more than counterbalanced a decline in the Yenangyaung region, and partly on account of the activity, noticed above, in the Tavoy District.

33. New industries which either took shape or were contemplated during the year were the production of sulphuric acid, the refining of lac, and the reduction of plantain fibre. The factory returns disclose steady progress, and three new kinds of factories were organized. Manufactures and Factories.

34. The trade with different countries appears in the returns for the last time according to the ports of shipment or discharge as declared in the bills of entry or the shipping bills, and not according to the countries of consignment or final destination. From 1911-12, compilation will be based on the countries of consignment and final destination. The total sea-borne trade rose largely, though the figures did not attain those of the record year 1907-08. The feature of the year's trade was the diversion from India to foreign countries of exports of rice. Maritime trade.

35. The inland trade of the Province with the foreign countries and tributary States on the external frontier showed a healthy expansion, the value of the total trade being the highest yet recorded, both in exports and imports. All the border regions shared in the increase except Northern Siam, where railway extensions have introduced competing routes and a poll-tax on visitors retarded trade facilities, and Karenni, where adverse conditions in the teak trade resulted in an unfavourable year. The total trade is about one-tenth the volume of the sea-borne trade. Transfrontier trade.

36. The year witnessed the completion of arrangements for transferring to the Public Works Department all District and District Cess Fund projects requiring technical skill, and a redistribution of Public Works administrative charges is foreshadowed in consequence. Excluding outlay on works of irrigation, the expenditure on Provincial Civil Works was slightly greater in 1910-11 than in the preceding year, but many lakhs of rupees less than the figure of 1908-09, and no less than forty-six lakhs less than the figure of 1905-06. For such works it was found possible to provide only sixty-seven and a half lakhs, this figure being more than twelve lakhs below the amount, eighty lakhs, which it was thought would be available each year when the Provincial settlement of finance was drawn Public Works—Roads and Buildings.

up in 1907. The figures of expenditure under the head of Provincial Civil Works for the past six years have been, in lakhs of rupees :—114, 105, 105, 81, 67 and, in 1910-11, 67½: they reflect the exiguity of the resources available for the creation and maintenance of means of communication in Burma. Of the expenditure of the year, only twenty-seven per cent.—a small proportion—was devoted to original works: the amount available for new communications was the inadequate sum of a little over four lakhs: and for the second year in succession no funds at all were available for the construction of new metalled roads. In the much diminished grants available of late years for public works in general, and in the decreasing amounts spent annually on new channels of communication, there is material for the complaints that appeared in the Press during the year to the effect that the Province is starved of roads. Apart from roads, many structural or administrative reforms remain untried or inchoate through the lack of funds for public works. The new General Hospital at Rangoon was completed during the year and forms one of the most imposing buildings in the East. The Chief Court was also finished. The noteworthy sanitary projects of the year will be mentioned in a later paragraph of this summary, against the heading Sanitation.

Railways and Tram- ways.

37. The length of open line remained unchanged and construction was confined to the Southern Shan States Railway, the location of which from Thazi on the main line to its proposed terminus at Yawnghwe in the States—a distance of one hundred and five miles—was completed. Survey work was carried on between Pyinmana and Minbyin on the projected Magwe branch line: between Ta Hapalai on the Lashio branch, and Nam Pai on the light railway constructed by the Burma Mines Company: between Nyaunglebin and Madauk; and between Alôn and Saingbyin. Floods caused serious interruptions to the line; a series of breaches occurred at the end of May north and south of Shwebo on the Mu Valley line, and floods released by the bursting of the embankment of an irrigation reservoir near Meiktila in the middle of September carried away portions of the line and impeded traffic for a prolonged period. Of the casualties reported, the only one attended with grave results was a trolley accident in which three persons lost their lives. The number of passengers carried by the railways rose, as did the net earnings.

The Rangoon Electric Tramways ran a slightly decreased mileage: the number of passengers carried and the traffic receipts also declined by a small amount. The Mandalay Tramways Company carried more passengers and ran a greater mileage. A further extension of time for completion of the Madaya-Mandalay Light Railway was asked for.

Irrigation.

38. Particular causes militated during the year to diminish the area irrigated from the major irrigation works already in operation. Floods and cattle disease were factors adverse to the full utilization of the Mandalay Canal system, whilst the absence, until the revenue settlement comes into operation, of differential rates for areas differing in advantage threw out of cultivation a portion of the area commanded by the Shwebo system. Progress on the Ye-u and Môn Canals continued, and the last-named system was opened after the close of the year of report. The breaching of the embankment of the Minhla reservoir in the Meiktila District,

and adverse conditions affecting the Panlaung systems of the Kyaukse District contributed to a slight decline in the Provincial area irrigated by minor irrigation works.

39. The finance of the year 1910-11 was ostensibly regulated by the terms of the settlement of 1907, but variations in the amount of the assignment from Imperial to Provincial Revenues had been sanctioned from time to time subsequently to 1907, and had the effect of raising the assignment in the year of report to one hundred and thirty-three lakhs of rupees, this figure being greater by more than twenty-four lakhs than the assignment made in 1909-10, and no less than forty-two and a quarter lakhs greater than the standard assignment anticipated in 1907. There was thus a large deviation from the figures fixed at the settlement. Since the close of the year further changes have been introduced, affecting the principles on which the settlement is based.

Provincial
financial
settlement.

40. Imperial receipts advanced by a few lakhs only, to three hundred and ninety-three lakhs of rupees, and Provincial receipts by some twenty, to four hundred and eighty-eight lakhs. The Provincial advance was apparent only, *vide* paragraph 48 *infra*. Imperial expenditure rose by five, to seventy-five lakhs of rupees, and Provincial by twenty-six, to four hundred and sixty-nine lakhs. The income and outgoings of the District and District Cess Funds varied little from the figures of 1909-10.

Gross
Revenue and
Expenditure.

41. The aggregate demand under the various heads of Land Revenue for the agricultural year 1910-11, as shown in the departmental books, rose by three lakhs only, against an improvement in 1909-10 of twelve lakhs over the figures of the preceding year. The demand from land revenue proper rose by one-third of a lakh only. The significance of this apparent cessation in the growth of the chief source of revenue has been examined in paragraph 6 above. The demand from capitation tax and from the household tax, or *thathameda*, increased, as did the receipts from fisheries and miscellaneous sources of land revenue.

Land
Revenue.

42. The net revenue of the Rangoon Custom House rose by more than twenty-eight lakhs, the improvement accompanying larger shipments of rice to Europe and higher tariff rates. Customs receipts and charges at subordinate ports varied little from the figures of 1909-10.

Customs.

43. The administrative record of the year was mainly one of preparation for the organization of the salt industry on the lines laid down by the Imperial Government. The condition of the local industry was far from prosperous. The number of licenses fell, the output of salt again declined largely, and the average output per vessel diminished. The rainfall was adverse to the processes of the industry, and foreign salt is gaining in popularity, even for the purpose of fish-curing. The collections of revenue from locally-made salt fell, the decline being relatively greater in the districts under direct taxation, where a bad season immediately affects the revenue. The quantity of salt imported in the calendar year 1910 rose largely, the increase being attributable wholly to German sources of supply. The figures of consumption show a slight decline, due entirely to the

Salt.

reduced local supply, but the foreign kind easily replaces local salt and the check in consumption is probably temporary.

Excise.

44. The net *Excise* receipts declined by several lakhs, the diminution being shared between Opium and Excise. The Opium figures reflect the smaller sales from the shops and testify to the administrative success of the policy of rigorously scrutinizing the amount taken by each consumer. The revenue derived by the State from opium has fallen by nearly nine lakhs of rupees in the last quinquennium, and sales from the shops have declined by seventeen thousand seers.* These figures indicate how much has been accomplished, at the cost of considerable loss of revenue, in the direction of controlling and restricting the consumption of licit opium. Operations against the smuggling of opium continued to be energetically pursued and it is believed that very little shop opium is now available for illicit sale, whilst the measures taken by the Provincial Government of Yunnan in pursuance of the Chinese policy of prohibition have stopped smuggling from that direction. Unfortunately it seems certain that large consignments of Bengal Excise opium are still systematically brought from India into Burma.

The enhancement at the beginning of 1910 of the Customs duty on ordinary spirits made bidders at the excise auction-sales uncertain what the effect on consumption would be, and the fees obtained from licenses for the vend of foreign liquors and Burma-made foreign spirit fell largely. The enhanced rate of duty on imported liquor affords a strong inducement to surreptitious distillation, and illicit spirit is believed to find its way to the liquor shops to be sold as foreign liquor. Proposals in the direction of supervising these shops more closely are being drawn up. The Contract Distillery system for the supply of country spirit was extended but is still not working on an entirely satisfactory footing. The most serious feature of the year was the spread of the morphia and cocaine habits. Seizures of both have enormously increased in recent years but, in spite of this, cocaine has taken a firm hold of all the districts in the Pegu and Irrawaddy Divisions.

Stamps.

45. The receipts of the year showed a marked improvement, mostly accruing under the head of Non-Judicial stamps, and the total revenue was less than one and a half lakhs short of the record figure of 1907-08. The recovery under Court-Fee stamps was small, but an amelioration in financial conditions is more slowly reflected in the volume of litigation than in the growth of those mercantile transactions which call for the use of Non-Judicial stamps, and the smaller recovery was therefore natural. Receipts from the sale of inland bills-of-exchange and Special Adhesive stamps rose, and the growth of speculation in the shares of joint stock companies in Rangoon accounts for a marked increase in the sale of Share-transfer stamps.

Assessed
Taxes.

46. The net collections showed a steady, if slow, increase, and payments of income-tax seem to have been made without undue difficulty. There was an increase in the employment of coercive measures, but the issue of process depends largely on the idiosyncrasy of the collecting authority, and the percentage of petitions for reduction of the original assessment diminished. The number of persons assessed upon salaries and annuities received from Government rose

* One seer = 2 $\frac{2}{15}$ lbs.

Receipts from the tax upon profits of Companies were practically stationary, in spite of the large amount of capital which has been subscribed to Companies in recent years. The tax on income from Other Sources has not yet recovered to the level of 1908-09, and nearly every district report is stated to attribute the depression under this head to the winding up of their businesses by the Madras money-lenders.

47. The revenue from Forests rose largely, exceeding a crore of rupees by five lakhs, but the advance was due to exceptional causes. The expenditure also rose considerably, and on this side—as the enhancements occurred in recurrent charges—future years are not likely to show much diminution. The Department nevertheless earned a net profit of sixty-six lakhs of rupees. Forests.

48. The total Provincial receipts, as shown in the Financial Accounts, rose by some twenty lakhs of rupees, almost the whole of the increase appearing in the *Land Revenue* head, but the improvement was apparent only, being due to the additional assignment, mentioned in paragraph 39 above, of more than twenty-four lakhs from Imperial Revenues. The advance of twenty-six lakhs in Provincial charges was due mainly to a contribution of fifteen lakhs to the Rangoon Port Trust, and Police charges also rose considerably. Provincial Revenue and Finance.

49. The number of District Cess Funds in Lower and of District Funds in Upper Burma remained the same as in 1909-10. With the exception of one Fund, all ended the year in a condition of solvency. The income of the former class of funds rose, whilst their expenditure declined. In the Upper Province both the receipts and expenditure of District Funds decreased. The number of Town Funds rose by one, to seventeen. The income and expenditure of the Moulmein Port Fund fell noticeably, but the Fund had an adequate closing balance at the end of the year. Local Funds.

50. Although there was a substantial increment in the ordinary revenue of the Municipality of Rangoon, the ordinary expenditure showed a larger increase. The total debt, which expanded by more than twenty lakhs during the year, now approaches two hundred lakhs of rupees. The debt charge and the incidence of taxation are high. The Town Lands Reclamation Fund has reached the limit of its borrowing powers, and it was decided at the close of the year to curtail works. The resumption of reclamation measures on a large scale must wait upon a revived demand for land in Rangoon, unless it is found, from the results of an enquiry now in progress, that higher rentals can be charged for reclaimed land. The aggregate income and expenditure of the smaller Municipalities rose during the year. Municipal Finance.

51. If the last day of each of the financial years 1909-10 and 1910-11 is selected for the purpose of comparison, it appears that the number of Government currency notes in circulation advanced in the later year by 29 per cent. in number and thirteen per cent. in value, most denominations showing an increase. The legislation rendering encashable at any Currency Office notes of the value of ten and five rupees led to a large increase in the number of those notes in circulation, and it is clear that the use of notes is rapidly extending. Note circulation.

Births and Deaths.

52. The statistics of the rates of birth and death require to be received with caution, partly because they are based on the census figures of 1901, now a decade old, partly because it is impossible to supervise the record so closely as to preclude the possibility of error, and partly because the registration of vital statistics is not enforced in numerous areas. The deduced general birth-rate rose fractionally, both rural and urban areas showing an increase. The general death-rate fell considerably. The infantile mortality remained, however, extremely high: the Provincial figure was exceeded only by that of the Central Provinces. Here again, however, there is an unascertainable amount of error in the figures, as is pointed out in paragraph 187 of Part II of this Report. From the point of view of disease, the year was favourable; cholera was much less prevalent, the mortality from dysentery and allied diseases diminished, and the tale of deaths from plague showed a slight increase only. Experience led to the abandonment during the year of some of the measures which had been employed against plague in previous years, notably the disinfection of dwellings and the treatment of houses with earth-oil. Among the measures that remained in force were the evacuation of villages, where circumstances allowed: inoculation, whenever accepted by the individual: and reduction of the rat harbourage and food supply. The rate of mortality from fevers in the Upper Province was above the quinquennial average, though lower than the figure for the preceding year, but there is a tendency to classify under *Fever* in the original record all deaths except those which terminate one or other of a few specific complaints, such as small-pox or cholera: this may vitiate the conclusion that the figures would ordinarily suggest. A Provincial Committee was appointed to investigate the local prevalence of malaria, and an officer of the Indian Medical Service was placed on special duty to aid the Committee. Experiments were carried out with certain fish which are believed to devour the larvæ of the anopheles mosquito. There was a noteworthy advance in the quantity of quinine sold. The disease known as 'Yaws' (framboesia) was the subject of a special enquiry. Beri-beri was less prevalent in the light-houses. The Experimental Laboratory at Maymyo was closed towards the end of the year.

Medical Relief.

53. Nine new institutions were opened, bringing the total number to 259. The year will be memorable in the history of the medical administration of the Province, since it witnessed the opening of the new General Hospital at Rangoon, one of the finest edifices in the East. Apart from the Rangoon Hospital, lack of funds has in recent years stood in the way of much being done in the construction and equipment of medical buildings, and this is all the more to be regretted as the increase in the number of operations performed and of total attendances in recent years shows that there is a growing demand for medical relief. The record of the year's work was one of steady progress. The fact that fifty-three per cent. of the whole number of patients treated were Burmese is an indication that Government hospitals have in large measure won the confidence of the people. There was an increase in the number of female outdoor patients. Of special diseases, malaria contributed most patients. Diseases of the eye were treated in more than one hundred thousand cases, and the marked rise in the annual figure indicates the extent to which the people have abandoned indigenous methods. There were no changes in the

various medical cadres, except in that of Civil Assistant Surgeon, in which two new appointments were created, and of Sub-Assistant Surgeon, in which four appointments were abolished. Proposals for improving the rates of pay of the latter class of officer were sanctioned after the close of the year. The Burma Government Medical School passed out as Sub-Assistant Surgeons its first contingent of students. Steady progress was made at the Laboratory attached to the General Hospital, Rangoon. The administration of the two Lunatic Asylums—at Rangoon and Minbu—was uneventful, but the lunatic population is growing and measures had to be taken to prevent overcrowding.

54. More than forty-five lakhs of rupees were spent on Civil sanitary works, Sanitation. but this figure, and the ratio of expenditure on sanitary measures to total income, were alike smaller than in 1909. Funds were granted for the supply of water to Minbu Town, and schemes to supply Pegu, Mandalay, Meiktila and Yamethin have been prepared but await sanction. Those for Pegu and Mandalay involve large expenditure. Improvements to the supply at Pyinmana, Yandoon, Maubin, Thazi and Maymyo are in contemplation. Tube-wells were sunk in several places. The reclamation of the site of Pyapôn Town by means of dredging was a noteworthy feature of the year's work, and the success of the experiment may have far-reaching effect on urban conditions in the Delta. Drainage works were undertaken at Henzada, Bassein and Mandalay.

55. The area under vaccination remained unaltered during the year 1910-11, Vaccination. which concluded a triennial period. A comparison of the results obtained discloses a large falling off in the later triennium in the number of vaccinations performed and a large increase in expenditure, accompanying growing establishments. The average cost of each vaccination has accordingly advanced steadily. The average outturn of work per vaccinator in the year of this report fell below the figure of each of the two preceding years. To some extent the diminution is attributed to a closer supervision of the vaccinators' returns of operations performed, which in earlier years were admittedly frequently and often grossly falsified: but, when allowance has been made for this, it is considered that there has not been in recent years the increase in efficiency which was to be expected from the many additional appointments of Native Superintendent created since 1906-07 and from the growth in expenditure. The practice of inoculation was reported in 1910-11 from several districts, and in some cases outbreaks of small-pox were traced to the visits of inoculators: the Act for the Prohibition of Inoculation is in force in two Lower Burma districts only. The Vaccine Depot at Meiktila was maintained in a state of efficiency during the year.

56. The number of Public Institutions, that is, the aggregate of Colleges, Education. Special schools, and Primary and Secondary general schools, had advanced slightly in 1909-10. A decline followed in the year of this report, an increase in the number of Secondary schools both for boys and girls failing to counterbalance a large decrease in the number of Primary schools of each kind. In the earlier year there had been a marked decline in the number of registered Vernacular Primary boys' schools and in the number of pupils under instruction in such schools, and the decline continued—and even more noticeably—in the year

of report. It is attributed in the main to the reduction of grants necessitated by the financial stringency from which the Province has been suffering. The number of private institutions had increased largely in 1909-10, and again increased in 1910-11, but whilst the number of pupils in such institutions rose slightly in the earlier year it fell slightly in the year of report. It is, however, pointed out that the figures of private institutions are not reliable. Against this decline in the use made by the people of the facilities afforded by supervised institutions for acquiring the elements of education is to be set an expansion in the sphere of secondary education, and particularly vernacular secondary education. Education also continued to expand at the two colleges—the Rangoon College and the Baptist College—and a noteworthy feature of the Departmental report is the statement that the majority of College students are Burmese. The number attending the Government School of Engineering at Insein for the second year in succession decreased. It is possible that, when the full effects of the reorganisation of 1909-10 are in operation, the school will regain popularity, but the majority of the pupils are Indians, and Burmans do not appear to be attracted by the conditions of service in and the emoluments offered by the Public Works Department. This is all the more to be regretted as the Burman has a natural aptitude for certain branches of engineering work. The number of female pupils in public institutions rose in 1910-11, against a decline in the preceding year, a slight decrease in the number of scholars in Primary being more than counterbalanced by an increase in the number in Secondary schools. Statistics of the education of Europeans show a normal advance, the attendance in Primary schools alone declining. The majority of the pupils are in schools at Rangoon, Moulmein, Mandalay or Maymyo. The number of students in Normal schools, after rising in 1909-10, fell in the year of report; the conditions of the curriculum and the requirements of the inspecting staff are receiving special consideration. The total expenditure on education rose by nearly a lakh of rupees, but if expenditure on Survey schools, medical education, and educational buildings be excluded, the outlay was more than half a lakh less than in 1909-10. A scheme was prepared for rebuilding the Rangoon College. The revision of the Code for European Schools was completed. Efforts were made to give effect to the orders allowing religious instruction to be imparted in Government, Municipal and Local Fund schools, and during the year some seventy institutions availed themselves of the concession. The kind of religious teaching given was usually Buddhist; Christian, Hindu, and Mahomedan parents as a rule preferred to make their own arrangements, apart from the schools. It is too early yet to assess the effect of the instruction. The number of appointments in the Indian Educational Service was increased by two, a Professorship of Physics being created at the Rangoon College and the Professorship of English transferred from the Provincial to the Indian Educational Service. A Committee was appointed for the revision of Vernacular Readers.

Literature
and Presses.

57. There was a large increase in the number of dramatic publications registered and apprehension has been expressed that the tone of these publications, many of which perpetuate the indecencies of the Burmese comic drama, may have a harmful effect upon the minds of the readers. The number of presses rose to more than one hundred, the majority being installed in Rangoon and Mandalay.

58. The annual Provincial Art and Handicrafts Exhibition was held successfully at Rangoon, and a similar exhibition at Bassein. An attempt is being made to form a local Art Committee at Pagan, in order to foster the lacquer industry. The proposal to appoint an expert as Provincial Art Officer was in abeyance. Arts and Sciences.

59. A grant-in-aid from the Government of India made it possible to spend larger sums on the conservation of monuments of historical and antiquarian interest. Further discoveries of inscriptions in the archaic Pyu language were made, and Mr. C. O. Blagden deciphered the Pyu face of the Myazedi inscription, which exhibits on one of its four faces the earliest lithic record in the Burmese character as yet found in Burma. Archæology.

BURMA SECRETARIAT, *the 9th January 1912.*

PART II.

NOTE.—The departmental reports and other references, on which this *Report on the Administration of Burma* is based are noted at the beginning of each chapter. The departmental reports do not all cover the same period. The Reports on the Administration of Civil and Criminal Justice, the Police, Prisons, the Registration Department, the Salt Revenue, the measures adopted for the extermination of Wild Animals and Poisonous Snakes, Lunatic Asylums, the Report of the Chemical Examiner and Bacteriologist, the Report on the working of the Government Medical School, Rangoon, the Resolution on the Reports on Village Administration in Burma, and the Resolution on the Reports on the working of the Indian Factories Act in Lower Burma, deal with events which took place within the calendar year 1910; the Shan States, Chin Hills and the North-Eastern Frontier Reports, the Land Revenue, Land Records, and Forest Administration Reports, the Season and Crop Report, the Report on the working of the Co-operative Credit Societies Act and the Report of the Department of Agriculture are concerned with the agricultural year from the 1st July 1910 to the close of June 1911. All other reports cover the twelve months of the official or financial year that ended on the 31st March 1911.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

REFERENCES:—

- Report on the Administration of the Shan and Karenni States for the year 1910-11.
- Report on the Administration of the Chin Hills for the year 1910-11.
- Report on the Administration of the North-Eastern Frontier for the year 1910-11.
- Season and Crop Report of Burma for the year ending the 30th June 1911.
- Land Records Administration Report of Burma for the year ending the 30th June 1911.

Physical Features of the Country, Area, Climate and Chief Staples.

POLITICAL.

Historical Summary.

For information on the foregoing subjects, a reference should be made to paragraphs 1 to 19 of the *Report on the Administration of Burma* for the year 1901-02.

Form of Administration.

For information on this subject, a reference should be made to paragraphs 1 to 20 of the *Report on the Administration of Burma* for the year 1907-08.

Character of Land Tenures : System of Survey and Settlements.

For information as to the character of the land tenures, a reference should be made to paragraphs 39 to 47 of the *Report on the Administration of Burma* for the year 1901-02.

For information as to the system of Survey and Revenue Settlement, a reference should be made to paragraphs 1 to 8 of the *Report on the Administration of Burma* for the year 1908-09.

Civil Divisions of British Territory.

Details of the last Census : Tribes and Languages.

For information on the foregoing subjects, a reference should be made to paragraphs 56 to 75 of the *Report on the Administration of Burma* for the year 1901-02.

CHAP. I.—
PHYSICAL
AND
POLITICAL
GEOGRAPHY.

Changes in the Administration.

The Lieuten-
ant-Govern-
or.

1. The Honourable Sir Herbert Thirkell White, K.C.I.E., I.C.S., made over, and the Honourable Sir Harvey Adamson, M.A., LL.D., K.T., K.C.S.I., I.C.S., received, charge of the office of Lieutenant-Governor of Burma on the 19th of May 1910

Administra-
tive territo-
rial units.

2. The Mogaung Subdivision of the Myitkyina District was divided into two subdivisions, the Mogaung and Kamaing Subdivisions: the Myedè (Allanmyo) Civil Subdivision of the Thayetmyo Civil District was divided into two Civil Townships, the Allanmyo and Thanbula Townships: and certain riverine lands were transferred from the Minbu to the Myingyan District. The headquarters of the Tapu Township of the Tharrawaddy District were transferred from Tapu to Nattalin; and of the Sheinmaga Township of the Shwebo District from Sheinmaga to Wetlet. The re-arrangement of the Hanthawaddy and Pegu Districts was sanctioned at the close of the year.

Additions to
and changes
in the Admini-
strative
Staff.

3. The establishment of Registrars of the Chief Court of Lower Burma was reorganized through the substitution, for two appointments of Assistant Registrar, of the appointments of one Deputy Registrar, one Second Deputy Registrar, and three Assistant Registrars. One of the three appointments of Assistant Registrar is, however, provisional. The reorganization of the Provincial Civil Service, sanctioned in 1909-10, came into effect in the year of report. A scale of pay for officers of the Provincial Forest Service, varying with the length of service, was introduced towards the close of the year, and enhances the emoluments of existing incumbents. Two new appointments in the Indian Educational Service were created and one appointment in the Provincial Educational Service was abolished, *vide* Chapter VII. Other important reorganizations will be found mentioned *infra*, in the sections appropriate to the Department concerned.

Relations with Tributary States and Frontier Affairs.

(i) Shan and Karenni States.

[Southern Shan States: 38 States, area 36,154 square miles, population 833,701, tribute Rs. 2,73,500; Karenni: five States, area 4,280 square miles, population 64,729, tribute Rs. 5,350; Northern Shan States: five States, area 17,135 square miles, population 475,185, tribute Rs. 1,54,500; Mong Mit: area 3,561 square miles, population 44,708, tribute Rs. 20,000; Hmawnghsup (Thaingthud): area 840 square miles, population 7,693, tribute Rs. 400; Singhaling Hkamti (Zingalein Kanti): area 2,000 square miles, population 3,850, tribute Rs. 100; Khāmti Long (Kanti-gyi) or Bhor Kāmpti: area 973 square miles, population (approximate) 11,000, tribute Nil.]

The South-
ern Shan
States.

4. The States were peaceful during the year 1910-11 and, with the exceptions of Yawnghwe, Mōng Nawng, Mōng Pawn, Mōng Nai and Mawksmai, their internal economy gave little cause for anxiety. The most important event on the northern border was the subjugation by the Chinese authorities of Mōng Sè, a sub-State of the Hsip Hsawng Panna. The Kengtōng State preserved strict neutrality, but extended asylum, on terms, to several refugees from the sub-State. To recover the cost of the Chinese garrison, a tax is now levied in Mōng Sè on loads of goods, and the ferries on the Mekhong have been taken over by the Chinese authorities and farmed out. Intercourse between the States

and the adjoining jurisdictions of Northern Siam declined, partly owing to the insecurity of the roads, and partly to visitors to Siam being subjected to taxation. The latter grievance has recently been removed and at a frontier meeting between the Political Officers of the border States, the Siamese officials, and the *Sawbaks* of the Siamese State of Mehawnghsawn, simple rules were framed for the better keeping of the peace along the marches. The sanctioned strength of the Military Police Battalion which garrisons the States remained unaltered: a new post, Bampôn, was occupied during the year. The conduct of the Shan portion of the Battalion improved. There was no difficulty in obtaining recruits for the small force of Government Civil Police. The volume of crime diminished, the number of cases coming before the Courts of Political Officers and Chiefs declining from 917 to 858. Violent crimes, however, rose in number by twenty-four to sixty; six out of eighteen robberies are believed to have been committed by the members of one gang, which has been dispersed. There were fewer thefts of cattle and the number of ordinary thefts was stationary. The number of Civil suits declined from 772 to 687, in large measure because of the removal of petty traders from Taunggyi to the new railway line. The rainfall was timely and well distributed: the rice crop was good everywhere, and food stocks rose again to the normal amount. The rules for the prevention of cattle disease are stated to have done some good: there was no widespread epidemic of rinderpest and the health of agricultural stock improved. The area of Reserved Forest land stood at 1,518 square miles; some additional small areas are proposed for reservation. The arrangements for working the teak forests remained unaltered: 12,428 logs reached revenue stations, as against 11,835 in the preceding year, and the revenue from forests for the first time since 1905-06 showed a surplus over expenditure, rising from Rs. 63,290 to Rs. 91,112, whilst expenditure declined from Rs. 87,148 to Rs. 85,833. Two mines were worked during the year, but smelting operations declined, as the ore can now be sold to the Burma Mines Company for conversion outside the States at Mandalay. Nearly one hundred thousand viss* of dressed ore was exported to Burma from the two mines. Prospecting was actively carried on in many localities, thirteen new licenses being issued during the year. One new station for the registration of trade was opened at Lungyaw. The figures of the trade with Burma will be found recorded in Chapter IV under the title *Trade*. The survey of the Southern Shan States railway was completed as far as the proposed terminus at Yawnghwe. The expenditure on ordinary public works from Government funds fell slightly to Rs. 3,41,000: two-thirds of the whole were devoted to the upkeep of the Thazi-Taunggyi road. The States were, however, able to contribute one and a half lakhs of rupees, as against Rs. 1,21,000 in 1909-10. The revenues of the States rose from Rs. 9,42,000 to Rs. 9,54,000. There are thirteen hospitals and dispensaries in the States, four of the number belonging to the Military Police Department and one being a Public Works institution. The aggregate number of outdoor patients rose from 48,001 to 52,187, largely on account of an influx of patients at the Kalaw Hospital on the line of the new railway; indoor patients increased from 1,450 to 1,580, many more cases being treated at the Military Police Hospitals. Vaccinations rose in the Cis-Salween States by some 1,500. The number of registered public schools again declined, from 92 to 78; the pupils in the school for the sons of Shan Chiefs numbered 79 against 75 in the year 1909-10. The two Town Funds of Taunggyi and Loilem closed the year in a state of solvency. A non-synchronous census was taken, the enumeration lasting from December to March.

5. The border was peaceful during the year. The affairs of Kantarawadi, Karenni, the chief of the five small States of Karenni, continued to be directed by a Council. Every branch of the administration in this State was reviewed and improvements, where possible, effected. Particular encouragement was offered to schemes for extending the area under cultivation: the failure in recent years of the trade in teak timber had made it vitally necessary to search for alternative means of livelihood. In the year of report the cultivated area and the outturn of grain

* A viss is 3.60 pounds.

CHAWLA-
PRAWA
AND
POWEROOT.
GOSWAMI.

rose and prices fell, though the rainfall was less than usual. The output of catch and of lac increased. The Southern Shan States Syndicate continued to develop their concession at Mawchi in the Bawla-ke State. Of the five States, Kantarawadi spent nearly half a lakh of rupees on public works, against a sum uncertain in amount but certainly small in 1909-10. There was no serious cattle disease; the public health was generally good; and the condition of the people showed a marked advance. The improvement in Kantarawadi was particularly noteworthy; at the beginning of the year the Treasury was empty, the collection of revenue had fallen into arrears, the State was in debt to the extent of some Rs. 18,000, and there were overdue payments for public works. The Council closed the year with the collection of revenue up to date, all debts had been discharged, and there was a cash balance of Rs. 21,000. A census was taken during the year and the preliminary returns, which are shown in the head-note to this section, disclose a much higher population than was expected.

The North-
ern Shan
States.

6. The peace of the border was seriously disturbed by a rising of Sinwa Kachins in the State of North Hsenwi. They obtained the assistance of Kachins from the Chinese side, stockaded themselves, and it was necessary to employ Military Police to dislodge them. A second disturbance was caused by a Kachin fanatic, who in the end was fatally shot in resisting arrest. These occurrences are referred to a generally existing spirit of unrest which has manifested itself in the Chinese Shan States. The annual meeting of Political Officers of the States with officials from the Bhamo District and from the Chinese Sub-Prefecture of Teng-yüeh resulted in the settlement of many cases, but important questions of frontier policy remained undetermined. The Chinese authorities demanded increasing efficiency during the year in the administration of their charges by the transfrontier *Sawbwas*, and the suppression of the cultivation of the poppy was followed by rigorous measures taken against salt smuggling. In the unadministered Wa States the year was marked by the occurrence of some inter-village feuds, in one of which the *Sawbwa* of Manglün unwarrantably interfered, bringing upon himself the censure of Government. With the exception of Manglün and North Hsenwi—where the conduct of the *Sawbwa* made it necessary for Government to deprive him of his titular distinction and otherwise punish him—the activities of the Chiefs were directed aright during the year. The last-named State was, in the event, reorganized, with the concurrence of the *Sawbwa*. All the States underwent a census, the operations being non-synchronous in four, whilst in portions of Manglün the population was estimated and in the remainder no census was attempted. The strength of the Military Police Battalion was increased by one company. The volume of crime dealt with by the Courts fell from 812 cases in 1909-10 to 723 in the year of report, but the decline occurred in the less serious categories and violent crimes increased in number by six to twenty-six. The number of Civil cases diminished from 521 to 505. A heavier rainfall was received and crops were generally excellent. There was no addition to the area of Reserved-Forest land, but some fresh reservations have been proposed. The revenue on teak timber extracted by the Bombay Burma Trading Corporation, Limited, rose by Rs. 21,000, to more than half a lakh of rupees. Great activity was displayed by the Burma Mines Company in developing their mines at Bawdwin. An account of the trade of the States is given in Chapter IV, *sub voce* Trade. The total expenditure on public works from Provincial funds amounted, as in 1909-10, to less than half a lakh of rupees: but the States spent nearly 5½ lakhs for these purposes, as compared with five lakhs in the previous year, Tawngpeng alone spending nearly three lakhs on the construction of a cart road from Kyauk-mè to Namhsan. In spite of the prevalence of small-pox among the people and of virulent outbreaks of disease among the cattle, prosperity and the standard of living rose everywhere. The State of Hsipaw showed an increase of gross revenue amounting to Rs. 15,000, and the aggregate revenue of the States expanded by more than a quarter of a lakh, to 10½ lakhs of rupees. There are eight hospitals and dispensaries, one of the number belonging to the Military Police, one to the Jail, and one to the Railways Department. The number of patients treated increased, and vaccinations rose slightly.

Five new schools under Government inspection were opened. The expenditure of the Lashio Town Fund exceeded the receipts by Rs. 5,000, but the closing balance stood at an adequate figure.

CHAP. I.—
PHYSICAL
AND
POLITICAL
GEOGRAPHY.

7. The year was uneventful. There was little crime, the rainfall was good and gave abundant crops; the financial position of the State remained sound, and the revenue rose by Rs. 12,000, to more than one and a half lakhs of rupees.

Mong Mh.

8. The two small Shan States which fall within the jurisdiction of the Deputy Commissioner of the Upper Chindwin District enjoyed a prosperous year, which was uneventful save for a raid, accompanied with murder, perpetrated by an unadministered village. Three of the raiders were delivered up and judicially punished, but three were still at large at the end of the year of report.

Thaungtha
and Zing-
lein Kanli.

(ii) The Chin Hills.

The Chin Hills proper: area (approximately) 8,000 square miles, population 87,189; the Pakökku Hill Tracts: area (approximately) 2,250 square miles, population 12,116; Northern Arakan: area 5,133 square miles, population 20,682; and tracts in the Upper Chindwin, Akyab, and Kyaukpau Districts.]

9. In the administrative charge known as the Chin Hills, that is, in the Chin Hills proper, relations with surrounding authorities and tribes, namely, with Burma, Lushai, Manipur, and the Chins in unadministered territory, were friendly. A joint Police Expedition, one contingent of which marched from the Naga Hill Tracts in the Province of Eastern Bengal and Assam, and the other from the Upper Chindwin District, proceeded, after uniting, to the village of Makware in unadministered territory, and inflicted punishment on it for a raid made in the preceding year upon Naungmo village in the Homalin Subdivision of the Upper Chindwin District. Relations between the Chins of the Pakökku Hill Tracts and those of unadministered territory were uneventful. In the Arakan Hill Tracts, with one exception—and that was at the date on which the report was written doubtful—no raids were committed by trans-frontier people on administered villages. Towards the close of the year the embargo which had been placed, as a punishment, on the supply of salt to the Shandu tribe was removed, in order to enable salt to pass through the Shandu country to the Lushai Hills.

Relations
with external
areas.

10. The conduct of the tribes in the Chin Hills was satisfactory, and it is reported that the Chins rarely now take the law into their own hands, but instead refer matters to their Chiefs or to the Political Officers. The number of prosecutions under the Indian Penal Code declined, as did the number of Civil suits instituted. The reason in the latter case is said to be the greater activity displayed by the Chiefs in deciding such matters. The cultivation of wheat continued, but the crop is still equivalent to a moiety only of the amount which the Chin Hills Military Police Battalion requires. The rate of tribute was raised during the year from two to three rupees per house—the rate obtaining in the adjoining Lushai and Manipur Hill Tracts—and collection was effected without difficulty. The Government and inter-village roads were maintained. The experiment of enlisting Chins in the Military Police Battalion is stated to have been successful. The force of Civil Police which was raised in October 1907 to relieve the Military Police of some semi-military duties was disbanded during the year. The desire for education is obtaining a hold on the tribes, and the two Government schools in the Chin Hills were well attended, as were the schools of the American Baptist Mission.

Internal
affairs: the
Chin Hills
proper.

11. The only event of note in the affairs of the Chins of the Upper Chindwin District was the despatch, already mentioned, of a column to Makware village. The year was also uneventful in the Pakökku Hill Tracts. A census of the administered regions was taken, and the population of the unadministered villages was estimated. Formal proposals for the reservation of areas of forest land at the headwaters of important streams are foreshadowed. No noteworthy event occurred during the year in the Arakan Hill Tracts, nor in the areas inhabited by Chins in the Akyab and Kyaukpau Districts.

The Upper
Chindwin
District: the
Pakökku
Hill Tracts;
the Arakan
Hill Tracts.

(iii) *The Kachin Hills.*

[Tracts in the Myitkyina, Bhamo and Katha Districts.]

CHAP. I.—
PHYSICAL
AND
POLITICAL
GEOGRAPHY.
The Chinese
border.

12. Relations with trans-frontier tribes were satisfactory during the year. There were no raids on the Myitkyina border, and one only—and that of a petty nature—occurred on the Bhamo border. The usual frontier meetings between Chinese and British officials were held, and at the Myitkyina meeting, which was attended with more success than the Bhamo meeting, several pending cases were satisfactorily settled. The leniency with which offenders on the Chinese side are treated is believed to encourage crime. The price of Chinese opium has risen in the past three years from fifteen to fifty rupees per viss of 3·60 pounds, owing to the vigorous efforts made by the Chinese authorities in Yunnan to suppress the cultivation of the poppy, and the much enhanced prices realized for the drug, coupled with the restrictions on cultivation in China, have encouraged planting on the British side of the frontier, both by residents and by immigrants from China. Restrictions on the cultivation of the plant within the British border are recommended by local officers.

Unadminis-
tered terri-
tory.

13. The chief incident in the administration of the North-Eastern Frontier was the despatch of two expeditions to the unadministered territory lying to the north of the Myitkyina District. One expedition visited the region east of the 'Nmai-kha river, proceeding to Hpimaw. The other marched to the Shan State of Hkamti Lōng. The attitude of the tribes visited was friendly, and the arrangements for the expeditions were successfully carried out. A Military Police post was established at Lauhkaung near the 'Nmai-kha and a mule track and telegraph line were constructed from the post to Seniku, thus linking it up with Myitkyina. Elsewhere along the line of unadministered territory the year was in the main uneventful. In the Jade Mines region, the people of 'Ngan in the Hukong valley instigated a case of incendiarism at Laban village, the crime being a further development of an inveterate feud. In the Sadon region, it had been hoped that the feud between the village of Atankawng in unadministered territory and the Sadan clan near Seniku was settled, but Tingaw village received threats from Atankawng during the year, and there is the possibility of a revival of the vendetta. Slaves continue to come into administered territory from the Hukong valley.

Internal
affairs.

14. The number of Criminal cases instituted during the year was, in the Bhamo District, the same as in 1909-10. In the Myitkyina District, the number fell from 145 to 76, chiefly owing to the institution of fewer cases of kidnapping, slavery, and theft: of fewer cases under sections 17 (disputes likely to cause a breach of the peace) and 31 of the Kachin Hill Tribes Regulation, and under the Opium Act. In Katha, an increase in the number of cases falling under section 13 (e) of the Regulation (disobedience of an order to quit an isolated hut), accounts for much of the increase from six to 24 cases, and was due to the Civil Officer visiting a larger number of villages than in the earlier year. Violent crimes, nearly all of them murders, were more numerous in the Bhamo and Myitkyina Districts, whilst, as in 1909-10, the Kachin Tracts of the Katha District were free from violent crime, of whatever description. The number of Civil cases instituted varied little in any of the three districts from the figure of the earlier year. Tribute was collected without difficulty, and rose by some three thousand rupees, owing to an increase in the Bhamo District, where the enhanced rate of five rupees was levied on villagers established for more than five years in the plains. Proposals for reserving areas of forest land within Kachin tracts were framed, and the receipts of the Forest Department from rubber produced in the unadministered tracts rose by five thousand rupees. The season was a bad one for the jade industry, both the amount extracted and its value decreasing; the Nanyaseik Ruby Mines remained deserted; and the Burma Gold Dredging Company, Limited, won less gold, but have still to attack the

upper part of their concession on the 'Nmai-kha. The work done by Kachin headmen, with the exception of the headman of the Jade Mines, was good, and inter-village tracks were well maintained.

CHAP. I.—
PHYSICAL
AND
POLITICAL
GEOGRAPHY.

Condition of the People.

15. Neither in Lower nor in Upper Burma was the agricultural year 1910-11 so General. prosperous as its predecessor. In Lower Burma, however, the poor harvest left the agriculturist no worse off than in the preceding year, the reduced outturn being offset by higher prices. The agricultural labourer who is paid a stipulated quantity of rice was on the whole better off than in 1909-10, if his wage be measured in money. Several districts, especially Toungoo and Pyawôn, report that the supply of labour was insufficient: this is, no doubt rightly, attributed to the good harvest in the Dry Zone in 1909-10 reducing the emigration of the following year. In the Thatôn and Mergui Districts the extension of rubber cultivation offers an increasing number of labourers' employment at remunerative wages. In the Dry Zone districts of Upper Burma the less prosperous year caused a change for the worse in the condition of the people. In the Yamèthin Subdivision wages fell by 25 per cent., and in Meiktila the bursting of the Nyaungyan-Minhla reservoir caused distress which was to some extent alleviated by the distribution of more than half a lakh of rupees in agricultural advances. In spite of heavy mortality from cattle disease, the numbers of agricultural stock in the Province rose.

16. It was not necessary to take action under the Famine Code during the Famine. year. Local measures were sufficient to alleviate the distress caused by the partial failure of the *taungya** crops in the Tavoy District. In Thayetmyo signs of scarcity appeared in parts of the Allannmyo and Thanbula Townships, but licenses to work cutch were freely issued, the poorer cultivators obtained a livelihood by other means than agriculture, and there was no abnormal demand for labour on the works started, out of District Funds, in the regions where crop failures were most numerous. The completion of the Môn Canals irrigation system will place a large part of the Minbu District beyond the reach of famine. The *Programme of Famine Relief Works* was revised during the year.

* *Taungya*, shifting cultivation on hill-sides.

CHAPTER II.

ADMINISTRATION OF THE LAND.

REFERENCES:—

Report on the Land Revenue Administration of Burma during the year ended the 30th June 1911.
Land Records Administration Report of Burma for the year ending the 30th June 1911.
Agricultural Statistics of India, Volume I.

Realization of the Revenue.

Demand,
remissions,
collections,
and out-
standings.

17. The total demand from all heads of Land Revenue—that is to say, from land revenue proper, the capitation-tax in Lower Burma, *thathameda*,* the land rate, fisheries and miscellaneous receipts—rose in the year 1910-11 by three lakhs of rupees. Land revenue proper, with which this section is concerned—the other heads of land revenue will receive comment in Chapter V, *Revenue and Finance*—expanded by the inconsiderable amount of Rs. 33,777, the demand, excluding the amounts creditable to cess and irrigation, rising from a little over 260 lakhs (revised figures) in 1909-10 to less than 260½ lakhs of rupees. Large areas in the Delta were exempted from assessment on account of floods: there was no large increase due to Revenue Settlement; and in portions of Upper Burma unfavourable agricultural conditions prevailed during the greater part of the year. With the exception of the Hanthawaddy, Ma-ubin, and Mergui Districts, the assessed area in the districts of Lower Burma increased, but much larger remissions had to be granted than in the previous year. In Upper Burma, in the Magwe Division alone, the assessed area fell by almost 200,000 acres, and in the Meiktila Division there were further large decreases in the assessed area. Among conspicuous variations from the figures of the year 1909-10 may be mentioned a decline of one lakh and a half in the demand from the Hanthawaddy District, where the area affected by floods is reported to have amounted to 150,000 acres. In the Pegu District the lands laid waste by the breach of the Pagaing Embankment were restored to cultivation and the demand returned to its normal figure with an increase of nearly 2½ lakhs. Revision Settlement in the Kyaikto Subdivision of the Thaton District accounts for an enhancement in the demand of more than half a lakh. In Upper Burma, Meiktila was the only district of the Dry Zone to show an increase of assessed area, and the demand rose by three-quarters of a lakh, a result ascribed to better supervision. Pakòkku, where highly-assessed crops were cultivated, and Minbu, where enhanced rates became payable under the Revision Settlement, were the only other Dry Zone districts in which the demand advanced. The demand from the Magwe District declined by nearly a lakh, and from Yamèthin by three-quarters of a lakh. In the irrigated regions there was an enhancement of demand in Shwebo of half a lakh, due to expansion outside the Canal area. Kyauksè suffered from floods and untimely rains and the assessed area and demand declined. In the region of the Northern Frontier, increases are recorded from all districts, the most notable being one of Rs. 30,206 in Katha. All the districts of the Arakan Seaboard reported increases of assessed area, and all except Kyaukpyu enhancements in the demand, Akyab recording an expansion of a quarter of a lakh. In the Thayetmyo District the season was unfavourable and there was a decline in the demand of nearly three-quarters of a lakh.

Over the whole Province remissions more than doubled, rising to above five lakhs: out of the districts of the Lower Province only six record smaller remissions than in the preceding year. Nearly 2½ lakhs were remitted in the Hanthawaddy District, mainly on account of floods, and the same reason led to the remission of nearly a lakh in Ma-ubin. In Upper Burma the largest remission

* *Thathameda*, the household-tax in Upper Burma.

was in the Meiktila District, the chief cause being the breach of the embankment of the Nyaungyan-Minhla reservoir. The collections of land revenue proper for the Province fell by more than 2½ lakhs of rupees, and outstandings amounted to Rs. 32,108, more than half as much again as in the previous year.

CHAP. II.—
ADMINIS-
TRATION OF
THE LAND.

18. The returns of coercive processes include proceedings instituted for the recovery of any of the various kinds of Land Revenue. The amount of revenue for the realization of which application was made rose by three-quarters of a lakh to 9½ lakhs of rupees. Warrants of arrest increased by 1,566 to 8,985, and the number of persons actually arrested by 530 to 2,787: the number of persons committed to jail rose from 37 to 69. Sales of moveable property declined, but sales of immoveables rose by 905 to 2,450.

Revenue
proceedings
and coercive
processes.

Surveys.

19. Apart from the demarcation of urban areas and fisheries, *vide infra*, no demarcation work was carried out in the year 1910-11. Numbers 10 and 11 Parties of the Survey of India Department continued the Topographical survey of parts of the Province, the regions dealt with being situated in the Bhamo, Katha, and Myitkyina Districts: in the Southern Shan States of Mōng Pan and Mawmai: and the Karen State of Kantarawadi. An area of 6,213 square miles was surveyed on the one-inch scale, and 188 square miles of Reserved Forest on the two-inch scale. The survey of the cantonment of Rangoon was completed. Trigonometrical operations were carried out by Number 15 Party in three parts of Burma. In the north, the Upper Irrawaddy Principal Triangulation Series was continued westwards, and a short base-line was selected and laid out at Bhamo: in the east, the Great Salween Principal Triangulation Series, which follows approximately the eastern boundary of the Province, was continued in that direction: and, lying between these two series, the Mawmai Secondary Triangulation Series was completed. A site suitable for a base-line was also laid out at Prome. Other scientific operations of the year comprised the recording of pendulum observations, for the purpose of determining the force of gravity, at eleven stations: and the continuation of tidal operations at Rangoon and Moulmein. The Survey of India Training Camp completed the re-survey of 2,273 acres of cultivation in the Yamèthin District.

Demarca-
tion. Surveys
by Imperial
agency.

20. All the districts proposed for Revenue Settlement have now come under Supplementary survey, and yearly increments in the area under survey will result only from Extension surveys by local staffs. No operations of that kind were carried out by special establishments during the year closing with June 1911, but Revision surveys were conducted by special agency, under the control of the Superintendent of Land Records, in the Kyaukpyu and Mergui Districts, and the mapping and area work of the Revision surveys of the preceding year was completed in the Hanthawaddy and Yamèthin Districts. The area surveyed cadastrally in the Kyaukpyu and Mergui Districts was 63 square miles. During the year the Government of India sanctioned the entertainment on a temporary footing of special establishments proposed for the Revision survey of various areas which are beyond the capacity of the regular staff, but lack of funds prevented the organization of a party.

Surveys by
Provincial
agency: Ex-
tension and
Revision
surveys.

21. Financial considerations similarly impeded the demarcation and survey of urban areas. In the Hanthawaddy District, Syriam Town was demarcated, as a preliminary to survey on a large scale. A portion of the town of Tavoy, in the district of the same name, was demarcated, as were three towns in the Katha District. These towns were subsequently surveyed, and the survey of Yamèthin Town continued. Forty-four fisheries in the Pegu and 37 in the Myaungmya District were demarcated and surveyed, and the maps of the Pegu fisheries are ready for the printer. The survey of leased areas (*pattas*) by special establishments covered 45,000 acres, against 127,000 acres in 1909-10. The larger figure

Town sur-
veys. Fish-
ery surveys.
Surveys of
leased areas.

CHAP. II.—
ADMINIS-
TRATION OF
THE LAND.

of the preceding year included, however, 80,000 acres which were surveyed for a special purpose not connected with agriculture, namely the winning of oil. The amount realized from fees in the year of report was Rs. 23,000, against Rs. 40,000 in the earlier year: the cost of the establishments entertained was hardly more than half of the receipts from fees, and the propriety of reducing the fees is under consideration. Surveys of this kind took place in nine districts only, all in Lower Burma. In the Arakan Division, leases are desired chiefly for the purpose of cultivating the ordinary crops. In the districts of the Tenasserim Division, they are wanted for the cultivation in the main of rubber, and the areas surveyed were extensive: in the Toungoo District, more than 10,000 acres were surveyed, and the areas surveyed in the Amherst, Mergui, and Thaton Districts approached that high figure. From the Kyaukpyu District, where the surveyed area fell from 7,000 to 2,700 acres, it was reported that the diminished area of available waste and the discouragement of applications from non-agriculturists had contributed to the decline. From Tavoy, where the surveyed area also fell considerably, it was reported that the fear of a high assessment of land revenue on rubber plantations operated to deter applicants. The survey of the waste area in the Minbu District commanded by the new Môn Canals was revived, to be closed towards the termination of the year for the purpose of instituting further enquiries into the project.

Settlements.

Settlements
completed.

22. Four Settlements were finished during the year, namely, the second circuit of the Thaton District, the first circuit of the Hanthawaddy District—comprising what will shortly be the Syriam District—the Shwebo Canal area, and the Meiktila District. The report on the settlement, completed in 1909-10, of portions of the Pakokku District was reviewed during the year, as were the reports of the other four settlements mentioned: all—with the exception of the report for Meiktila—are now before Government. The settlement of the first circuit of the Hanthawaddy District commenced the cycle of third settlements in Lower Burma, and was the first in the Lower Province in which crop measurements were taken over the whole settlement area for three years in succession. The Meiktila report introduces for the first time proposals for a fixed lump assessment in survey-blocks where the cultivation is poor and scanty.

Settlements
in progress,
or commenced
during
the year.

23. In the Myingyan District a second series of crop measurements was taken, the ordinary processes of work in the field continued, and the compilation of statistics commenced. Operations comprising the First Revision settlement of some, and the original settlement of other portions of the Amherst District were inaugurated. The settlement of the second circuit of the Hanthawaddy District—the Insein Subdivision—was commenced, and in the Myaungmya District a party began the third settlement of an area of 635 square miles. The second settlement of an area comprising the Toungoo District, together with the adjoining Pynmana Subdivision of Yamethin, began during the year.

Financial
results and
expenditure.

24. New rates were sanctioned in the Lower Chindwin District. The operations of settlement cost $3\frac{1}{2}$ lakhs, and the new rates are expected to add some Rs. 30,000 to the annual revenue demand. Including a share of the cost of the office of the Commissioner of Settlements, the total expenditure on settlements in the year of report was slightly less than four and a half lakhs of rupees, against $5\frac{1}{2}$ lakhs in 1909-10.

General
remarks.

25. The inception of settlement operations in two new areas, the Bassein District and the Nyaunglebin Subdivision of the Pegu District, was sanctioned. In thirty-one out of thirty-seven districts the rates of land revenue have now been fixed by means of a Settlement. No new district was added to the settled

list in the year of report, and the number of parties remained at five. A consolidated set of Instructions for Land Revenue Settlements in Burma was issued, superseding the separate instructions for Upper and Lower Burma.

CHAP. II.—
ADMINIS-
TRATION OF
THE LAND.

Land Records.

The figures stated in the first paragraph below include areas and receipts other than those dealt with above under the title Realization of the Revenue.

26. The rural area under Supplementary survey rose by 1,206, to 49,418 square miles, owing to the introduction of survey into three townships of that portion of the Pakòkku District which recently underwent Revenue Settlement. The remainder of the settled area will come under Supplementary survey next year. The occupied area under Supplementary survey rose for the Province by two and a half per cent., but insufficient early rain in the Dry Zone districts resulted in land which is usually placed under the early-sown variety of sesamum being left fallow, and the cultivated area fell in consequence by some 24,000 acres. The area under assessment declined by nearly two hundred thousand acres, but the total assessment (including the cess on land revenue in Lower Burma) rose by more than two and a half lakhs of rupees. The increase is attributable, not to the introduction of Supplementary survey into the Pakòkku District, where new rates of land revenue were not notified until the close of the year, but mainly to new rates coming into force in the Minbu, Myaungmya, and Thaton Districts. The increase in the Minbu District exceeded a lakh, and in Thaton approached half a lakh of rupees. An increase of nearly a lakh in Shwebo is attributed to timely rainfall and to closer supervision. In the Meiktila District the assessment rose by more than half a lakh. There was a large increase in the Pegu District, following on favourable rain, but this was counterbalanced by decreases in the Yamethin and Magwe assessments.

Area under
Supplementary
survey:
rural area.

27. Considerable progress was made in 1910-11 in the extension of Supplementary survey to towns: the urban area under Supplementary survey increased by seventeen, to 225 square miles, and the number of towns in which operations are carried out rose from 137 to 158. In the Hanthawaddy District work was extended to eight more towns, in Thaton to two, in Prome to one, in Katha to three, and in the Pakòkku District to Pakòkku Town. Of the districts under Supplementary survey, there are still four, one in the Arakan Division and three in Upper Burma, where no towns are under survey, whilst in some towns the introduction of survey has been deferred pending final orders on the form of the Town Lands Roll. The assessed urban area increased by nearly 11,000 acres, but the figures are not free from doubt. The aggregate collection of Land Revenue and Rent rose by $1\frac{1}{2}$ lakhs approximately, to more than eight lakhs.

Urban
area.

28. Eleven more Inspectors of Land Records and 51 more Surveyors were entertained than in 1909-10. The establishments of the Pegu and Rangoon Town Districts were strengthened, but the chief cause of the increase was the entertainment for the first time of an establishment for the Pakòkku District. In consequence of these and minor changes the total cost of Supplementary survey rose from Rs. 14,13,000 to Rs. 14,74,000. The cost per square mile of the area subject to operations showed an apparent increase from Rs. 29 19 to Rs. 29 65, but this is in some measure attributable to the exclusion in the later year of areas of Reserved Forest in the Myingyan and Magwe Districts.

Cost of Sup-
plementary
survey.

29. The returns show 215,000 cultivated acres, or 58,000 acres less than in the preceding year, as the area over which Revision or Extension survey was conducted by the regular staff. But the figures are not free from the possibility of error and it is doubtful how far the statistics of the two years can be properly compared. The area of impermanent island cultivation surveyed during the year was returned at 92,000 acres, as against 111,000 acres in 1909-10. Here again,

General

CHAP. II.—
ALIENATIONS OF
LAND.

however, there is some doubt whether the figures were correctly reported. Grazing-grounds were demarcated in nine Lower Burma districts. Reports of alienation of land are said to have been made in Lower Burma with greater regularity than in past years. In Upper Burma, where the old system—under which alienations were reported to the headman of the village—had not worked well, the Revenue Surveyor was substituted as the authority to whom transfers should be reported.

Training of
officers.

30. The number of Government Survey Schools stayed at nineteen: the pupils on the rolls fell from 377 in 1909-10 to 321 in the year of report. Among the causes suggested to account for the decline are the presence of plague in some of the towns where Survey Schools are situated, restriction in the operations of special survey, and the comparatively poor pay and prospects offered by the Land Records Department. The cost of educating a pupil averaged Rs. 107 in the year of report, against Rs. 93 in 1909-10. As in the previous year, the sons of village headmen and of persons engaged in agriculture predominated in the schools, the proportion being 2 : 1, against 3 : 2 in the earlier year. The results at examinations were worse. Passed students appear to find little difficulty in obtaining employment. The number of Apprentice Surveyors under training during the year was 382. Only qualified men were appointed as Surveyors. Three Superintendents and three Probationer Superintendents of Land Records entered the Survey Training Camp at Yamethin, and were still under training at the close of the year. The course was confined to cadastral survey in rural and urban areas. Six probationers left the camp and were posted to the headquarters of districts. One probationer was under training at Dehra Dun.

Transfers of
land.

31. For the present, Government has decided not to proceed with legislation to secure the recognition of communal tenures of land in Upper Burma. The returns give statistics of the area of land sold and mortgaged in the occupied rural area under Supplementary survey, excluding the Pakokku District. Inasmuch as the districts which have not yet undergone Supplementary survey are for the most part remote, hilly, and sparsely cultivated, and land there is of little value, it may be said that the returns now cover so much of the Province as contains rural land of value. There is, however, a qualification which requires to be read into them: they give no figures of the area mortgaged with possession and, as that is the prevailing form of transfer in Upper Burma, where outright sales are not popular—the area sold in Upper Burma in the year amounted approximately to six per cent. only of the whole area sold—the figures are of chief, if not sole, value in their application to Lower Burma. For the Province, the area reported as sold in 1910-11 was less than in 1909-10, and was the lowest on record. The Departmental report again records the opinion that the closer scrutiny to which transfers of land have been subjected since 1906 and the fear of agrarian legislation have caused the decline. Mortgages without possession in the Upper Province amount to $1\frac{1}{2}$ per cent. only of the area so mortgaged in the whole Province. As with sales, the area mortgaged for the Province was the lowest on record, declining by 6,000 to 227,000 acres. The area redeemed was the lowest for many years.

The value per acre of land sold in Lower Burma fell in the year from Rs. 50 to Rs. 47, and of land mortgaged from Rs. 35 to Rs. 29, the decline being ascribed to the restriction of credit facilities. The areas sold outright or mortgaged without possession in the Upper Province are too small to justify inferences from the deduced figures. The value in mortgage in Lower Burma approximates to two-thirds of the value of an outright sale.

Waste Lands.

Grants and
leases for
cultivation.

32. As in the preceding year, the figures in the returns represent under the title of grants and leases the area of land taken up for the cultivation of special

staples, or on special terms of exemption. The acreage increased for the Province by 2,000, to 39,000 acres. Large areas, as has been noticed above, were leased for the cultivation of rubber in four of the districts of the Tenasserim Division, where the advance in the area leased more than met large diminutions in other Lower Burma districts, especially those of the Arakan Division.

CHAP. II.—
ADMINIS-
TRATION OF
THE LAND.

33. The area granted free of revenue for religious or public purposes was as in 1909-10, small. The area granted as an appanage of the office of headman rose from 1,207 to 1,289 acres, the largest amount granted in the districts being 334 acres, in Thaton. The value of assignments of land revenue made during the year was Rs. 1,077 or two hundred and three rupees less than in 1909-10, and at the end of the year the total value of assignments was Rs. 51,687.

Revenue-free
grants of
land and
assignments
of land
revenue.

Government Estates and Wards' Estates.

34. The character of the land tenures in Burma is described in paragraphs 39 *et seq.* of the *Report on the Administration of Burma* for the year 1901-02. Except for land formally admitted to be non-State in Upper Burma, and for land over which a landholder's right has been acquired in Lower Burma, it may be said generally that all rural land in both portions of the Province belongs to Government. In addition, private rights—if any—have been bought out by Government in large areas intended to be set aside as Reserved Forest and in many other areas acquired for other special purposes. Apart from Government land of the kinds mentioned, there are no Government Estates, in the special sense of particular cultivated areas managed by Government after the fashion of a private landlord. There are no Wards' Estates.

Revenue and Rent-paying Classes.

35. The returns of the Provincial area occupied by agriculturists show a fractional decrease, the percentage now being 84.5 of the whole occupied area, against 84.5 in 1909-10. There is, however, some difficulty in defining the term *agriculturist*. Of the remaining area, six per cent. is shown as being in the hands of resident, and 9.5 per cent. as being occupied by non-resident non-agriculturists. The test of residence is, however, applied variously, and the figures are of doubtful value. The percentages differ little from those of the preceding year. The district in which the highest percentage of land is held by non-agriculturists is Hanthawaddy, where 37 per cent. is so held.

Area held
by agricul-
turists.

36. Tenancies in which the rent is a share of the produce are excluded from the returns, which do not therefore reflect even approximately the conditions prevailing in the Upper Province, where large areas are rented on that and little on any other system. The area reported as fully rented rose in the year by seventy thousand, to 2,932,000 acres, of which some 3½ per cent. only fell within Upper Burma. The fully rented area in the Lower Province alone approaches therefore three million acres. Friction in the relations between landlord and tenant is exceptional. High prices prevailed for rice and rents, as measured in money, rose in consequence in most of the districts of Lower Burma. Outside the Arakan Division, there were only two Lower Burma districts—Mergui and Bassein—where the average rent per acre fell below ten rupees. General deductions as to the level of rentals in Upper Burma cannot be drawn from the returns.

Tenancies.

CHAPTER III. PROTECTION.

REFERENCES:—

- Report on the Police Administration of Burma for the year 1910.
Report on the Rangoon Town Police for the year 1910.
Resolution on the Reports on Village Administration in Burma for the year 1910.
Report on the measures adopted for the extermination of Wild Animals and Poisonous Snakes in Burma during the year 1910.
Reports on the Administration of Criminal Justice in Burma for the year 1910.
Report on the Prison Administration of Burma for the year 1910.
Reports on the Administration of Civil Justice in Burma for the year 1910.
Report on the working of the Registration Department in Burma during the three years ended the 31st December 1910.
Report on the working of the Indian Companies Act in Burma for the year 1910-11.
Report on the working of the Rangoon Municipality for the year 1910-11.
Resolution reviewing the Reports on the working of Municipalities in Burma during the year 1910-11.
Administration Report of the Public Works Department, Burma (Buildings and Roads Branch) excluding Irrigation, for the year 1910-11.
Administration Report of the Commissioners for the Port of Rangoon from the 1st April 1910 to the 31st March 1911.
Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1910-11, Part III, Shipping.
Report on the Maritime Trade and Customs Administration of Burma for the official year 1910-11.
Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
Annual Statement of the Coasting Trade and Navigation of British India.
Statistics of British India, Parts II, V, VI and VIII.
Report on Government Steamers, Vessels and Launches in Burma for the year 1910-11.

Legislative Authority

The history and constitution of the Legislative Authority of the Province are described in paragraphs 43 to 46 of the *Report on the Administration of Burma* for the year 1909-10.

Course of Legislation.

Work of
Legislative
Council.

37. During the legislative year ended the 31st March 1911, three Bills were passed as Burma Acts I and II of 1910 and I of 1911. They were the Burma Process Fees Act, the Burma Steam-boilers and Prime-movers Act, and the Rangoon Police Amendment Act. The first two Acts were introduced as Bills into the Council during the year 1909-10, but were not published as Acts till the following year. Although they were passed during the year, they were not given the force of law, as they take effect only from such date as the Local Government may by notification direct, and the Local Government issued no such notification during the year 1910-11. The remaining Act was introduced into the Council during the year of report. Another Bill, the Burma Municipal Amendment Bill, was also introduced during the year, but it did not pass into law until May 1911, i.e., after the close of the year 1910-11. The Burma Process Fees Act was passed with the object of consolidating and simplifying the law relating to processes and process-servers. The provisions of the law relating to these matters were before contained in five different enactments, and the previous sanction of the Governor-General in Council was required to the framing of rules relating to process-servers and process-serving establishments. The Act gives the Local Government power to make such rules, subject only to the control of

the Governor-General in Council. The Burma Steam-boilers and Prime-movers Act repeals and re-enacts, with certain amendments, the Burma Steam-boilers and Prime-movers Act of 1882. The reason for introducing a new Act was that the working of the 1882 Act brought to light numerous defects in its provisions. The chief were that the Act provided for a classification of engines according to the horse-power of the engine instead of according to the horse-power of the boiler, and that it did not provide sufficiently for the reporting of accidents and breaches of the law. The new Act provides for these matters and also for the creation of a body, called the Boiler Commission, to supervise the working of the Act. The Rangoon Police Amendment Act is a small but important Act framed with the object of restricting the carrying of knives, loaded sticks, and other weapons of a deadly character in public places in Rangoon, and of thus providing for the better preservation of the peace. The unrestricted handling of these weapons had been the cause of many murders and crimes of violence, and the matter could not be dealt with under the provisions of the Indian Arms Act, 1878, because it was held that knives, bludgeons and other murderous instruments usually carried about were not arms within the meaning of that Act. The Act also gives the Commissioner of Police power to prohibit speeches, exhibitions and other performances which are likely to outrage morality or decency or to lead to a breach of the peace.

CHAP. III.—
PROTEC-
TION.

38. The undermentioned General Acts affecting Burma were passed by the Governor-General in Council during the year:—

General Acts
affecting
Burma.

*General Acts of 1910.**

- XIV.—The Indian Emigration (Amendment) Act, 1910.
- XV.—The Cantonments Act, 1910.
- XVI.—The Indian Census Act, 1910.
- XVII.—The Continuing Act, 1910.

General Acts of 1911.

- II.—The Indian Patents and Designs Act, 1911.
- III.—The Criminal Tribes Act, 1911.
- IV.—The Indian Ports (Amendment) Act, 1911.
- V.—The Indian Tramways (Amendment) Act, 1911.
- VI.—The Indian Tariff (Amendment) Act, 1911.
- VII.—The Indian Paper Currency (Amendment) Act, 1911.
- VIII.—The Indian Army Act, 1911.
- IX.—The Births, Deaths and Marriages Registration (Amendment) Act, 1911.
- X.—The Prevention of Seditious Meetings Act, 1911.
- XII.—The Indian Factories Act, 1911.

39. Two Regulations affecting Burma, *vis.*, Regulations II and VI of 1910, were enacted during the year. Regulation II amends the Burma Laws Act, 1898, the Kachin Hill-tribes Regulation, 1895, and the Chin Hills Regulation, 1896, with the object of delegating to the Local Government some of the powers conferred by these enactments on the Governor-General in Council. Regulation VI, the Upper Burma Oil-fields Regulation, was enacted with the object of controlling and regulating the petroleum-mining industry in Upper Burma.

Regulations
affecting
Burma.

40. The Indian Census Act, 1910, was extended to all the Shan States. The Indian Explosives Act, 1884, was extended to the Myelat, and to such lands in the Southern Shan States as were, or may at any future time be, occupied by the Southern Shan States Railway, subject to certain restrictions in the case of the Myelat.

Extension of
enactments
to Shan
States.

* The following Acts were omitted in paragraph 48 of the General Administration Report for 1909-10, *viz.* :—

- IX.—The Indian Electricity Act, 1910.
- XII.—The Glanders and Farcy Law Amendment Act, 1910.
- XIII.—The Prisons (Amendment) Act, 1910.

Police.

CHAP. III.—
PROTEC-
TION.
Civil Police :
organization.

41. Two important changes in the constitution of the Civil Police force were effected during the year 1910. The first was the creation of a reserve of Sub-Inspectors, making necessary the addition of seventy appointments of Sub-Inspector, which were distributed among all the districts of the Province except Salween: the second was the creation of a reserve, of a total strength of six Sergeants, for the force of European Inspectors and Sergeants. Owing to the difficulty of recruitment experienced in consequence of the high wages ordinarily prevailing in the labour market, proposals were made and, since the close of the year, have been sanctioned, to raise the monthly emoluments of the lowest grade of Constable from twelve to fourteen rupees, in the Hanthawaddy District. Proposals on similar lines are under consideration for the grant of town allowances to Constables serving in Mandalay and Maymyo; for enhancing the emoluments of Head Constables and Constables at Victoria Point, Maliwun, Bôkpyin, and Karathuri in the Mergui District, where the development of the mining and rubber industries has raised wages; and for the grant of local allowances to all ranks of the Special Police Force serving at the Yenangyaung oil-fields, where the various oil companies offer high wages.

Cost,
strength,
recruitment
and conduct.

42. The cost of the force was Rs. 54,83,239, as compared with Rs. 54,24,751 in 1909. At the end of 1910, the actual strength (excluding Gazetted Officers) was short of the sanctioned establishment by 84 officers and 964 men, the deficit being less by fifty, as regards men, and more by 51, as regards officers, than at the close of 1909. The deficiency in men is most marked in the Pyapôn, Mergui, Hanthawaddy, Salween, Katha, Thatôn, Magwe and Bassein Districts. Dismissals from the force for all causes diminished slightly, the diminution being greatest in the heading of dismissals consequent on magisterial conviction. Departmental punishments falling short of dismissal increased largely. The percentage of literate officers and men was 85, as in the previous year. At the close of the year, the strength of the Provincial Police Training School stood at ten Probationary Assistant Superintendents, two Cadet Inspectors and 74 Cadet Sub-Inspectors. The number of recruits enlisted increased by 24, and there were increases in the number of men with long terms of service to their credit but most officers continue to complain of the difficulty of engaging men. Resignations without pension or gratuity fell by one hundred, and casualties by discharge diminished by the same figure.

Buildings.

43. The want of funds for Police buildings received comment in the reports for 1909, and there was little improvement in 1910. The sum allotted to the Civil Police for original works amounted to the exiguous figure of Rs. 5,500. For petty construction and repairs, a grant of two lakhs was sanctioned: one-half of this sum was ultimately assigned to cover the cost of renting buildings for men not provided with quarters.

Crime and
the working
of the
Police.

44. An increase of crime cognizable by the Police was recorded in the year, the total number of cases dealt with rising from 38,503 to 40,589. The total is smaller than that of 1908 and 1906, but in those years it was the less heinous classes of crime which contributed chiefly to the high figure, whilst in 1910 the more serious forms of crime (Classes I to III) are at the highest level of the quinquennium. Of the eight Divisions, Arakan is the only one in which there was a decrease, and this was largely brought about by the results shown in the Akyab District. The Pegu Division shows the greatest volume and the largest increase of crime in the Province. The Tharrawaddy District has the most crime of any district; the figures disclose a large increase in cattle theft, and there were no less than nineteen true cases of kidnapping or abduction, twelve of which resulted in conviction. In two cases the victims were murdered. Against these unsatisfactory figures is to be set a diminution of 29 cases in the category of serious offences against the person. In the Prome District, this category of

crime increased by no less than 85 cases; there were fifteen more murders, five more cases of attempt to murder, six more of culpable homicide, and 22 more of grievous hurt: there were nine true cases of kidnapping or abduction, and in two the victims were murdered. In the Pegu District, murders increased by eleven and dacoities by seven cases. In Bassein, crime falling within Classes I to V increased by 231 cases, serious offences against the person rising largely. The Amherst District exhibits the largest increase of crime in the Tenasserim Division. In the Magwe Division, the Thayetmyo District shows an increase under Classes I to V of 114 cases, and in the Magwe District murders rose from two to sixteen. Among the suggestions made by district officers to account for the general rise in the figures occur better detection by the Police, alcoholism, the carrying of clasp knives, and the halo of romance that surrounds a successful law-breaker.

The number of true cases of violent crime rose by 125, to a total of 1,181, murders (other than murders by dacoits, robbers or poison) rising by 57, attempts to murder by 21, and robberies by 42. Violent crime is most prevalent in the Pegu Division. In the Hanthawaddy, Thaton, Prome and Tharrawaddy Districts the number of cases of murder by dacoits, robbers, or poison, of dacoity and preparation for dacoity, of robberies and the more serious forms of house-breaking, amounted to 61, 59, 55 and 46 respectively. Of the districts of Lower Burma, Prome shows an increase of 39 cases of violent crime, Hanthawaddy of 27, Thaton of 25, and Thayetmyo of sixteen. The Tharrawaddy, Bassein and Pyawin Districts record decreases. Excluding twelve cases of violent crime which were dealt with directly by the Courts, 1,169 true cases were handled by the Police: 46 per cent. of the cases dealt with, and 67 per cent. of the cases tried, resulted in conviction. The property recovered in cases of dacoity was twelve per cent., as against nine per cent. in 1909. Firearms were used in 47 cases of violent crime, as against 55 in the preceding year.

Sixty-six per cent. of the whole number of cognizable cases investigated by the Police ended in conviction. The results for the Province as a whole, as regards detection and the preparation of cases for trial, differ little from those of 1909. In 1270 cases investigation was refused by the Police under section 157 (b) of the Code of Criminal Procedure, as against 1,244 cases in 1909.

45. The most serious case of the year was an abortive rising, which culminated in an attack on Myinmu in the Sagaing District. The case does not, however, find a place in the number of true cases dealt with during 1910, as it was pending at the close of the year. A brutal dacoity was committed at Syriam in the Hanthawaddy District by five Mahomedan boys, aged from fourteen to eleven years, the victim being a three-year old Coringhi girl. Three of the boys were, on conviction, sent to the Reformatory School. In February 1910, the house of the headman of Kamaba village in the Pegu District was attacked by five armed dacoits, and a sum of Rs. 9,000 taken. The villagers made a resolute defence, killing one of the dacoits and wounding another, whilst seven of their own number received gunshot wounds. In Prome, there was a dacoity with firearms in Ywatha-hla village, the dacoits numbering fifteen persons. Some of the property taken was recovered, and two of the dacoits were captured, and ultimately transported for life. At Kungyan in the Myaungmya District, the Police received information of an intended dacoity, lay in ambush and, after a fight, recovered all the property taken, and mortally wounded one of the dacoits. There was a dacoity with firearms at Wetnasok village in the Magwe District, the dacoits taking away property valued at Rs. 6,492. The villagers showed no resistance. In the Lower Chindwin District, there was a dacoity with firearms in which the villagers offered resistance, but the village headman was shot dead. In the Myingyan District the resistance offered to a dacoity at Kyundaing village was more fortunate; the leader of the dacoits was captured with his firearms, the property taken was recovered, and the members of the gang were sentenced to various terms of imprisonment. There was a determined robbery at Thayetkon village in the Bassein District, in which the headman of the village was fatally wounded. The villagers, however, resisted successfully, and the case terminated in capture and conviction.

CHAP. III.—
PROTECTION.

Important incidents.

CHAP. III.—
PROSECUTION.
Particular
offences and
cases under
Special Acts.

46. Cattle thefts rose in number by 368 cases, this form of crime being prominent in the Pegu, Irrawaddy, and Tenasserim Divisions. The districts which show the largest increases are Hanthawaddy (91 cases), Bassein (77 cases), Tharrawaddy, Amherst, Henzada, Toungoo, Ma-ubin, Thaton and Thayetmyo. Of the persons tried for this form of theft 58 per cent. were convicted. Cattle valued at Rs. 3,18,540 were stolen, and the recoveries were valued at Rs. 2,07,860.

The number of cases under the Excise law increased, and ninety per cent. of the trials ended in conviction. The cocaine habit is stated to be growing in the Prome, Hanthawaddy and Pegu Districts, cocaine taking the place of opium with many drug-consumers. The largest seizures of cocaine were 73,467 grains in the Tharrawaddy District, 25,615 grains in Prome, 22,327 grains in Pegu, and 19,577 grains in Hanthawaddy. Ganja amounting to 16,991 tolas in weight was seized in the Tharrawaddy District. Ninety-seven per cent. of the trials under the Opium Act ended in conviction, but the total number of offences dealt with fell slightly. The district which effected the largest seizures of opium was Akyab, with 13,031 tolas. The trade in opium between Yamethin and the Shan States is stated to be large and systematic.

Offences under the Gambling Act fell during the year. Eighty-six professional gamblers were placed on security, principally in the districts of Prome—where there were twenty-four prosecutions under section 17 of the Act—Henzada, Pegu and Myaungmya. A decrease in the number of gambling cases at Prome is attributed to the placing of professional gamblers on security.

There was a decline of nineteen in the number of cases dealt with under the Arms Act, and several districts report seizures of firearms. The reports again reflect the opinion that much crime would be prevented if the practice of carrying dangerous weapons, such as clasp-knives and the knives used in pruning toddy-palm trees, could be stopped, especially in towns.

Non-cognizable crime increased by 732 cases, but the increase was confined to the less heinous offences. Of the persons tried, sixty per cent. were convicted.

The preven-
tive law.

47. The number of persons prosecuted under the 'preventive' sections of the Code of Criminal Procedure varied little from the figures of the previous year. Of the total number, 81 per cent. were called upon to give security, as against 75 per cent. in 1909. Prosecutions were most numerous in the Tharrawaddy, Henzada, Bassein, Akyab, Toungoo, Myaungmya and Pegu Districts. In the Hanthawaddy District there was a decrease of 158 prosecutions, the number falling from 215 to seventeen. There is still stated to be room for improvement in selecting the persons to be proceeded against under these sections of the law, and the difficulty of obtaining evidence is frequently noticed in the reports.

Surveillance
and identifi-
cation of
criminals.

48. The new scheme for the surveillance of criminals and for watching and reporting on suspicious characters was established in all districts during the year, and the new registers are now in working order. At the beginning of the year there were 18,504 names of criminals on the Surveillance Register: at the close, 14,015 names remained on that register, and 83 on the Register of Prisoners Conditionally Released, the large number expunged being due to the requirements of the new scheme. Of the number remaining on the registers, the place of residence of eight per cent. was unknown, sixteen per cent. were in jail, and 10,554 criminals were actually under surveillance. One thousand, two hundred and four criminals under surveillance were reconvicted and imprisoned; of these, 217 were dealt with under section 565 of the Code of Criminal Procedure and ordered to notify their residence and change of residence after release. Surveillance is reported to be generally effective. Absconding offenders advertised during the year numbered 1,362, and of these 26 per cent. were arrested, against 28 per cent. in 1909. The number of such offenders at large at the close of 1909 was 7,777, and, at the close of the year of report, 6,395. The diminution was in the main due to the cancellation of many names which had been improperly allowed to remain on the old registers. Of 3,354 old offenders reconvicted during the year, 3,349 were identified by the Police before, and five by the Jail authorities after, sentence. Seven hundred and ninety-two had undergone two

previous convictions : 486 three : and 541 four or more. The Finger Print Bureau received 7,769 search slips during the year, and traced nearly twenty per cent. of them, the figures in each case showing a slight enhancement over those of 1909 : 114 criminals gazetted as "*whereabouts unknown*" and 69 absconding offenders were traced through the medium of slips, the total figure being an improvement on that of the previous year. Expert evidence was given in 73, as against 43, Criminal : and in 27, as against eighteen, Civil cases. Beat-patrols were reorganized in five districts : at the close of the year the number of patrols in the Province stood at 1,531. In the Tharrawaddy and Prome Districts, many registered criminals were traced through the instrumentality of beat-patrol constables, and it was from information supplied by a beat-patrol that the existence of a systematic trade in stolen ponies between Yamethin and the Shan States came to light. On the other hand, adverse criticism of the beat-patrol as an agency of Intelligence was drawn from the failure of the patrols to report the Sagaing rising in its earlier stages. Rewards were freely given to headmen and villagers and they were of assistance to the Police in the detection of crime and the arrest of offenders.

Class III -
Protection

49. Owing to attempts made to derail a train in the region north of Minbla in the Tharrawaddy District, a Punitive Police-force was quartered on the inhabitants of four villages for six months. A force was sanctioned at the close of the year for the Tapun Township in the same district ; the villagers had given shelter to bad characters engaged in the practice of abduction for ransom. In the Prome District, a force was imposed on the village-tracts of Thitsebinbin and Buttaw, in consequence of the prevalence of cattle-theft.

Punitive
Police.

50. The number of Sub-Inspectors was increased by three in order to form a reserve. Otherwise, there was no important change in the strength of this branch of the Police, and the sanctioned number of police-stations and outposts remained the same. The cost fell slightly. Although there were some vacancies in the strength at the close of the year, no difficulty in obtaining recruits is reported, but in several stations local men cannot be engaged. The number of men dismissed or removed departmentally or in consequence of magisterial conviction increased, whilst rewards diminished. The increase is attributed to the organization of additional train patrols, and to greater activity in discovering cases of fraud committed by Railway police-officers on the Railway Company. There was a slight decrease—not confined to the class of offences of minor gravity—in the amount of true cognizable crime dealt with. The percentage of convictions in cases falling within Classes I to V declined, however, from forty to 36 per cent. The number of violent crimes fell from 23 to five, but it is pointed out that the area of jurisdiction of the Railway Police was curtailed during the year of report. Conviction was obtained in two of the five cases. There was one undetected case of cattle theft. Cases of ordinary theft numbered 447, and of these 41 per cent. ended in conviction, and some 27 per cent. in value of the property stolen was recovered.

Railway
Police.

51. On the 31st December 1910, the actual strength of the Military Police was 15,473 officers and men, or 840 below the establishment. A large number of men of long service were invalided during the year, and restrictions were also placed on the number of recruits to be enlisted, as proposals for reduction of the force were under consideration. The Ruby Mines Battalion was reduced by one Company, which was transferred to the Northern Shan States Battalion. The cost was Rs. 55,64,584, a decrease of Rs. 1,15,899 on the cost of the previous year ; this was chiefly due to battalions being under strength during 1910. The number of departmental punishments increased, but desertions were fewer, and fewer men were judicially punished. Discipline was good, and the relations of the men with the people were satisfactory. The health of the force was worse : the invaliding of 727, as against 488, men was due to a special cause, namely, the retirement of a large number of old and worn-out units ; but the percentage of admissions to hospital rose, as did the number of men

Military
Police.

Case III.—
Protec-
tion.

despatched on sick leave to India and the percentage of casualties from natural causes. Battalion Commandants report that the stamp of Indian recruit now enlisted is not generally as good as in former years. A section of the Bhamo Battalion, comprising two mountain guns, was rendered mobile during the year, and is now able to proceed on service with pack-mule transport. The efficiency of the Mounted Infantry contingents was well maintained. About half a company of the Myitkyina Battalion were trained as pioneers. Signalling throughout the force is stated to be efficient, and received a practical test on column duty. The deficiency of funds for public works made it impracticable to carry out many important projects which have received administrative sanction. In addition to the usual escorts that tour in the frontier districts through the cold weather, a column provided by the Myitkyina Battalion proceeded with the Deputy Commissioner of the district into the Kachin country east of the N'Mai-kha, and another accompanied a Political Officer to the Shan State of Hkamti Long.

Rangoon
Town Police.

52. The Civil Police in the town of Rangoon continued to be administered as a separate body. There was, during the year 1910, an increase of 38 men in the sanctioned strength of the Rangoon Town and Port Trust sections of the force, and a decrease of twenty men in the Plague Police section. The increase was sanctioned in order to provide adequate reserves, and, at the close of the year, the two first-named sections were fifteen men only short of the full strength of 78 officers and 1,008 men. The cost of the establishment rose by three thousand rupees, to Rs. 5,11,000. The conduct of the men continued to be good. There were fewer removals and dismissals than in the preceding year, and the number of resignations diminished slightly. The departmental report ascribes the decline in resignations in part to the existence of an adequate reserve, which enabled leave to be granted more liberally. The number of men who received punishments declined from 312 to 262, but punishments of officers showed the opposite tendency and to a marked degree, eleven officers being punished as against one in 1909. Similarly, fewer officers, but many more of the men, received rewards than in the previous year. The majority of the punishments inflicted on the men were for slackness on night-patrol duty, and the report notes that laxity in this respect is largely due to the fact that the men do not get a single uninterrupted night in bed throughout the year. Since the close of the year of report, proposals for further increasing the strength, in order to augment the number of men in each beat, have been submitted to Government. Recruiting was successfully carried on, no difficulty being experienced in engaging Burmans of a good stamp and fair education. No new Major works could be erected during the year, for lack of funds, and the accommodation at many stations is restricted.

The town was all but free from riots and faction fights. The species of hooliganism from which the peace of Rangoon had suffered in past years received a check in the conviction for rioting of several members of a gang of hired desperadoes; and, as was anticipated in the report for 1909, the utilization against the Kenteik and Hooseng Chinese Societies of the provisions of the Foreigners Act, for the purpose of deporting the ringleaders, reduced to quiescence the turbulent members of these associations. Pilfering by coolies engaged to carry articles purchased in the markets has been a fruitful source of complaint in past years: the experiment was tried, in the year of report, of registering the coolies employed in the Surati market, and equipping them with a distinctive dress and number. The pretender Po Than, the central figure in the Sagaing rising, was arrested, with others of his followers, on their arrival by train at Rangoon on the 30th of November 1910.

The volume of cognizable crime reported as true declined from 12,706 to 11,256 cases, but the whole of the decrease is assignable to the abolition of the Police employed by the Society for the Prevention of Cruelty to Animals, and to a consequent cessation of prosecutions. Offences under the Penal Code increased by sixty cases. The number of murders, attempts to murder, and cases of culpable homicide rose, as did robberies. Cases of hurt caused by a dangerous

weapon diminished in number, a phenomenon in part perhaps attributable to the knowledge that the carrying of such weapons in public was soon to be made a penal offence, and there was a diminution in the number of ordinary thefts and of certain forms of house-breaking. The decrease in thefts occurred almost entirely in thefts from houses, and the probable cause is the better class of houses now being erected in Rangoon. The proportion of cases of serious crime in which a conviction was secured rose to 64 per cent. Prosecutions under the Excise Act more than doubled in the year, and the Opium Act was also employed more frequently. Gambling is said to be carried on nightly in Chinese clubs in the town, but the Gambling Act is stated still to be practically a dead letter, owing to the formalities of procedure which it requires before entry can be effected. Statistics of drunkenness were compiled for the first time: 1,520 cases, out of 1,763 instituted, ended in conviction. In 24 other cases, all but one of which were crimes of violence, the accused persons were under the influence of liquor.

CHAP. III.—
PROSECUTION.

53. The total number of village headmen in the Province declined by 31 to 17,949,* the diminution being spread over many districts. It was due to a continuation of the process of amalgamating headmanships in special cases. There was a diminution in the number of headmen of circles receiving the entire commission throughout their charges, and also a diminution in the number receiving full commission in their own and a share of the commission in subordinate village-tracts. The number of subordinate headmen receiving no commission fell from 3,564 to 3,286. Against these diminutions is to be set an increase in the number of independent headmen drawing full commission, which rose from 12,968 to 13,277. These changes reflect the development of the policy of reducing the number of large and increasing the number of small charges, and of giving the whole of the commission on revenue collections to the headman of each small independent charge. The processes of defining and demarcating the boundaries of village-tracts and of issuing maps to headmen continued. The number of headmen exercising special criminal powers rose from 935 to 975, and of those exercising civil powers from 1,223 to 1,296. It was reported generally that headmen exercised their special powers wisely. The amount of the fines inflicted by headmen rose by Rs. 3,000, to Rs. 1,39,000. The Provincial increase is, however, much more than accounted for by an increase of Rs. 7,500 in the fines inflicted in a single district, Meiktila, where the fencing law was vigorously enforced, and in Lower Burma only five out of nineteen districts reported a higher figure than in 1909. The Provincial total of headmen's orders which were examined in revision rose from 13,826 to 21,011: the percentage of confirmations to the total number of orders examined advanced from 95 to 96. It was reported that headmen performed their duties in connection with the assessment and collection of revenue satisfactorily. Their relations with the Police remained good and, except in Excise matters, headmen gave their assistance freely in reporting and detecting crime. The work done by them in collecting vital statistics and in encouraging sanitary reforms in the villages is reported to be improving gradually. The number of headmen dismissed declined slightly, to 268. The less serious forms of punishment were however more numerous than in the preceding year, suspensions advancing from 51 to 97 and cases in which headmen were fined from 536 to 683. Rewards were given more freely than in 1909. Land was granted in several Divisions as an appanage of the office of headmen, which remains almost universally a coveted appointment. The number of village-tracts which received fines and the sum of the fines inflicted on village-tracts rose during the year of report, as did the number of villages fined under the provisions of the Track law.

Village
administra-
tion.

54. The mortality caused by wild animals and snakes among human beings rose from 1,324 deaths in 1909 to 1,353 in 1910. Wild animals killed eighty persons, or seven more than in 1909; in the Tavoy District, two man-eating tigers killed sixteen persons. The number dying from snake bite increased from 1,251 to 1,273.

Wild ani-
mals and
snakes.

* The revised figure for 1909 was 17,980.

CHAP. III.—
PROSECUTION.

the largest increases occurring in the Dry-Zone districts of Sagaing, Meiktila and Myingyan. In Tharrawaddy there was a marked decrease, said to have been due to the cultivators wearing boots in the reaping season, when Russell's vipers are most numerous. A considerable number of Sir Lauder Brunton's lancets were distributed, and there were again many reports of their successful use. Since the species of snake is hardly ever satisfactorily identified, these reports are of uncertain—whilst no doubt of some absolute—value. The total mortality amongst cattle was 14,449, or 528 fewer than in the preceding year. Wild animals destroyed numbered 3,225, as compared with 2,928 in 1909. Rewards continued to be paid for crocodiles in the Mergui District. No rewards were given for the destruction of snakes, but towards the end of the year the grant of rewards for Russell's vipers was sanctioned as an experimental measure for five years in the Hanthawaddy and Tharrawaddy Districts, where these snakes are particularly numerous. Seven hundred and sixty new licenses under the Arms Act were granted and the total number in force at the end of the year was 1,523, as compared with 1,299 in 1909.

Criminal Justice.

Courts.

55. The administration of Criminal Justice in Lower Burma in the year 1910 was in the hands of the Chief Court of Lower Burma, assisted by 71 European and 228 Native Judges and Magistrates, and by thirty Benches of Honorary Magistrates. In Upper Burma, Criminal Justice was administered by the Judicial Commissioner, who had under his control seventy European and 134 Native Judges and Magistrates, and seven Benches. The changes in the arrangements for the administration of criminal justice in the Lower Province were few. No legal enactments were brought into force, and the only notification which had an important effect was one issued by the Home Department of the Government of India, specifying the offences for which juvenile offenders may be punished with whipping in lieu of imprisonment. In Lower Burma, one Additional Judge was entertained in the Chief Court for the whole year, and another for eight months; and an Additional Sessions Judge was appointed temporarily at Bassein. In Upper Burma, except for the creation of one new Subdivision, and the appointment of an officer as Additional 1st Class Magistrate for the purpose of enquiring into cases relating to the misappropriation of funds of the Government Kheddah, the changes in courts and officers were unimportant.

Cases.

56. For the Province, the number of offences reported during the year rose from 94,428 to 96,978, 81,459 of which were returned as true cases. There was an increase of 2,032 reported cases in Lower, and 518 in Upper Burma. In Lower Burma, reports of offences under the Police Act increased by 1,495, under the Excise Act by 834, and under the Municipal Act and Rules by 746. Offences reported in Rangoon Town under the Act for the Prevention of Cruelty to Animals decreased largely, the prosecuting staff of the Society having been abolished towards the end of 1909. The increase of crime in Lower Burma was not, however, confined to the less heinous categories. The figure of murders and attempts to murder, for example, has risen from 181 in 1908 to 234 in 1909 and 284 in 1910. Of the increase of fifty cases in the latest year, the Pegu and Thayetmyo Districts between them contributed one half. Offences affecting life reported as true also showed an increase, of 77: robberies returned as true rose by 43: dacoities by seven: cattle thefts by 446. In the Tharrawaddy District alone, the increase under the last-named head was from 268 to 443. The passionate nature of the people, growing alcoholism, and—so far as cattle thefts and kidnappings are concerned—the development of the *pyanpa*, or ransom, system are assigned as causes of these disquietingly larger figures. Complaints dismissed *ab initio* rose by 223. The percentage of cases returned as true to the number of reported offences fell fractionally.

In Upper Burma offences reported under the heading of hurt and offences against the Municipal Act rose largely, and there were decreases under

the Police and Excise Acts. As in Lower Burma, there was an increase under several of the graver headings. Cases of murder rose from 68 to 86: of hurt by 353, to 2,164: and cattle thefts increased from 253 to 309. The number of complaints summarily dismissed remained almost stationary. The percentage of true to reported cases declined.

CHAP. III.—
PUNISHMENT.

57. In Lower Burma, the number of cases tried by District Magistrates declined from 858 in 1908 to 573 in 1909, and rose to 702 in 1910. The number disposed of by Benches of Honorary Magistrates, 19,871: the percentage of cases tried summarily, 38.5: and the percentage of convictions, 60, varied little from the figures of 1909. The percentage of convictions was lowest in the Pegu, Myaungmya, Akyab, Amherst and Hanthawaddy Districts. Prosecutions under the 'preventive' sections of the Code of the Criminal Procedure rose, a diminution in the number of persons against whom proceedings were held with a view to demanding security to keep the peace being more than counterbalanced by an increase of 341 in the number of persons proceeded against with a view to requiring security for good behaviour. In respect of the proportion of proceedings under these sections to the population, the figures for Burma exceed those of any other Province. Bassein, Tharrawaddy, Henzada and Akyab were the districts in which the sections were most frequently employed. The number of cases committed to Courts of Session was 544, as compared with 473 in 1909. The percentage of convictions and references in Courts of Session was fractionally higher than in the earlier year. The number of cases committed to the Chief Court was 95, the greatest number since the creation of the Court. The duration of cases in Magistrates' Courts averaged thirteen days, an increase of two days over the average duration in each of the previous five years. In Courts of Session, the average duration fell from 55 to 48 days. The number of witnesses examined in 1910 was 286,812, or nearly one hundred thousand more than in 1901.

Disposal of cases.

In Upper Burma, District Magistrates disposed of 502 cases, of which one-half were tried under their special powers. More than one-fourth of the cases disposed of by Magistrates in the Upper Province were dealt with summarily. The percentage of convictions to the number of persons tried fell from 60.11 in 1909 to 58.57 in 1910, but it is pointed out that compositions increased in the later year, and this has the effect of lowering the percentage of convictions. Benches of Honorary Magistrates disposed of 3,587, as against 3,175 cases. Sessions Courts decided 153 cases, as against 107 cases. Action under the 'preventive' sections of the Code was taken in 507 cases, as compared with 466 cases in the preceding year. Bonds for keeping the peace and for good behaviour were, however, demanded from 342 persons only, or one less than in 1909. The average duration of cases rose from ten to eleven days.

58. In Lower Burma, the number of persons punished in Courts of Magistrates rose from 68,062 to 69,385. There was an increase in the number of persons sentenced to rigorous imprisonment, and the decline in sentences of simple fine, and in the percentage of actual to possible whippings, continued. The number of short sentences of imprisonment imposed has increased from 1,210 in 1908 to 1,760 in 1909, and 2,432 in 1910. The increase in the latest year was almost entirely due to an increase in the Rangoon Town District, where the number of short terms of imprisonment rose by 611. The amount of fines imposed fell from Rs. 5,99,697 to Rs. 5,58,410. The number of cases in which persons were ordered, under section 250 of the Code of Criminal Procedure, to pay compensation for frivolous and vexatious accusations increased slightly, as did the number of first offenders released under section 562 of the Code.

Punish-
ments.

In Upper Burma, the number of persons punished decreased from 23,957 to 23,578, chiefly owing to a decline in the number of offences reported under the Railways, Excise, Police and Gambling Acts. The percentage of the total number to whom were awarded sentences of fine without imprisonment fell from 83.83 to 82.98. The amount of fines imposed increased slightly. The percentage of sentences of whipping to cases in which whipping might have been awarded

CHAP. III.—
PROSECUTION.

rose from 23'39 to 27'19. The provisions of section 250 of the Code were applied to a less extent in the year, and the number of first offenders dealt with under section 562 fell slightly.

Appeals.

59. Appeals in Lower Burma rose by 1,006, chiefly under the heading of appeals to Sessions Courts. Appeals to the Chief Court increased from 884 to 916. The general percentage of sentences confirmed on appeal rose from 68'5 to 70'3. The average duration of appeals rose by three days. In Upper Burma, there was a slight increase only in the number of appeals. The general percentage of confirmation rose from 63'32 to 67'85, the percentage being much higher in the Courts of District Magistrates than it was in the preceding year. The general average duration of appeals was further reduced from twelve to eleven days, and in the Court of the Judicial Commissioner it fell from 32 to 27 days.

Revisions.

60. In Lower Burma, the number of cases called for in Revision declined from 5,676 to 5,443, but Sessions Judges called for 159, and the Chief Court for 34, more cases than in 1910. In Upper Burma, the number of cases called for in Revision under the Criminal Justice Regulation was 1,610, or 77 less than in the previous year, and cases otherwise called for numbered 1,440, or 138 more than in 1909.

Prisons.

Accommodation.

61. The accommodation for males reached 14,818 places, or an increase of 78, in the year 1910. The accommodation for females was 354 places. The daily average prison population was 14,773. Had it been possible to distribute the prisoners evenly among all the jails of the Province, there would have been sufficient accommodation: this was, however, for many reasons impracticable, and there was considerable over-crowding, particularly in the Lower Burma jails of Rangoon, Insein, Prome, Henzada, Bassein, Myaungmya, and Myanaung. As a result, profitable labour could not always be found for all the prisoners in certain jails, notably Bassein, Toungoo and Myingyan, and prisoners had to be placed from time to time on shot drill.

Prisoners.

62. If the figures of convicted and undertrial prisoners are taken together, there was an increase of 3,953 admissions and of 2,428 discharges during the year, and the daily average prison population was 1,092 more than in 1909. Admissions, discharges, the number of prisoners remaining in jail at the close of the year, and the daily average number in jail, all show the highest figures recorded since 1900. Compared with the previous year, the admissions of convicts to jail increased by 1,961, the increase being most marked at Rangoon and Bassein. Among several causes suggested to account for this, are given increasing alcoholism and morphinism and growing criminality. The daily average convict population increased by 975. The number of youthful offenders, boys and girls under sixteen years of age, admitted to jail was 137, an increase of eleven over the figures of the previous year, and 207 juveniles were sent to the jails to be whipped. The percentage of re-convicted prisoners fell from 24'17 to 24'04, the highest figure appearing at Henzada (40'71) and the lowest at Shwebo (11'46). Of the 42 male and two female juveniles under fifteen years of age admitted to jail during the year, ten, all males, had been previously convicted, the corresponding figures for 1909 being 63, five and ten respectively. Twenty-one of the juvenile prisoners were transferred to the Reformatory School at Insein. There was an increase in the number of sentences in which solitary confinement was awarded. The identification of habitual prisoners was effected before conviction in 4,974 cases, and in jail in eleven cases.

Discipline.

63. Notwithstanding the increase in the daily average population, the number of jail offences fell from 37,305 in 1909 to 34,708 in 1910, the decrease occurring in offences relating to work (2,696) and prohibited articles (403). The number of

offences dealt with by Courts increased by eight, those relating to assaults, mutiny and escapes by 317, and miscellaneous offences by 177. Of 1,199 assaults committed during the year, it is satisfactory to note that none proved fatal. Whippings were inflicted on 125 prisoners: of these 86 were habitual and 39 were casual prisoners. There were five escapes, against two in 1909. Of the escaped prisoners four were re-captured within the year and one is still at large. The daily average number of habitual prisoners in confinement was 5,813, or 41·73 of the total daily average population. Considerably more than half of all the prison offences were committed by habituals.

CHAP. III.—
Protection.

64. The net cost of maintenance of prisoners per head rose from Rs. 48 to Rs. 49·13·0. The saving to Government arising from the employment of prison labour on jail works and repairs was Rs. 22,449·14·9, as compared with Rs. 24,906·7·0 in 1909. The value of the convict labour supplied to the Jail Branch Press is estimated to have been worth Rs. 56,852, but no credit for this amount is taken in the jail accounts. The value of vegetables raised in the jail gardens increased from Rs. 81,258 to Rs. 85,856, whilst the estimated value of farm produce fell from Rs. 26,393 to Rs. 25,787. Financial.

65. The health of the prison population was satisfactory; the death-rate for 1910 (11·98 *per mille*) was the lowest on record for the past eighteen years, except for that (11·88) of 1907, an unusually favourable year. Henzada (38·54), Kyaukpyu (37·19), Mogök (30·11), Kindat (28·40) and Bhamo (28·39) show the highest percentage of opium consumers admitted to jail. Vat.

66. After consideration of the proposals of the Select Committee for the working of the Meiktila Jail on the Borstal System, rules for its classification as a juvenile jail were framed by the Local Government, and were brought into force from the 1st June 1910. The boys were examined by the Deputy Inspector of Schools on the 3rd September 1910: his report was, on the whole, favourable. Considerable attention was given to physical drill and gymnastics, with good results as regards both discipline and health. The Inspector-General of Prisons, who visited the Meiktila Jail twice during the year, expressed himself satisfied with its general management and working and stated that, though it was too early to expect any marked results, he was convinced that a great deal was being done to improve the moral well-being of the boys. In the Rangoon Jail, a system of manual training for young habitual criminals was introduced. They work in a separate shed, each lad being provided with his own bench and set of tools, and are given individual instruction, both theoretical and practical, the object being to make them skilled workmen capable of carrying out the work without assistance. Thirty juvenile habitual criminals were subjected to this training, and the progress made was encouraging. A beginning was made with a similar class for young adults of the casual section. Instruction in needle-work is being given to female prisoners in the Mandalay Jail; the system is in its initial stage and the effect is not yet visible. The principle of the separation of habitual and non-habitual prisoners was, as usual, observed in all the jails of the Province. The structural alterations necessary to this end were nearing completion in two jails at the close of the year, but in four jails still await the provision of funds. The system of supervising habitual prisoners by paid agency, carried out as an experimental measure in the Insein, Mandalay and Myingyan Central Jails, was discontinued during the year, and the old system of guarding habituals by convict officers of the casual class re-introduced. The remission system continued to work satisfactorily, and is stated to be appreciated by the majority of the prisoners and to conduce to their good behaviour. As an act of clemency, on the occasion of the accession of the King-Emperor GEORGE the VTH, 8,403 prisoners out of a total of 13,668 in confinement on the 23rd May 1910 (including four prisoners sentenced to death) were granted remission. Religious instruction continued to be imparted by Buddhist monks to the prison population, and their ministrations are believed to have a good effect. Miscellaneous.

Civil Justice.

CHAP. III.— PROTECTION COURTS.

67. No changes came into effect in 1910 in the cadre of the Superior Judicial Service or the Provincial Judicial Service in Lower Burma, where Civil Justice was administered by four permanent and two temporary Judges of the Chief Court, 37 other European, and 130 Native Judges. In Upper Burma, there were two Judicial officers more than in the preceding year, the total figures being 53 European and 130 Native Judges. An Additional Judge of the Court of the Judicial Commissioner was entertained for the greater part of the year.

Suits.

68. Both in Upper and Lower Burma the number of suits, instituted fell—in Lower Burma by 509, and in Upper Burma by 650 suits. The Judges of the Chief Court and the Judicial Commissioner of Upper Burma alike consider that the decline has now reached its lowest mark. The percentage of suits for money or moveable property to the total number of suits rose in Lower Burma from 88·6 in 1909 to 89·6 in the year of report, whilst suits for immoveable property decreased from 1,420 to 1,224, and mortgage suits from 2,665 to 2,332. The Judges consider that the reason for the decline in suits concerning land is to be found in the stricter administration of the Land Revenue law, which has, by more jealousy regarding grants and transfers of land, rendered money-lenders less ready to accept mortgages of immoveable property as security for loans made. In Upper Burma, the percentage of suits for money and moveables to the whole number of suits also rose, from 90 to 91 per cent. The value of suits in the Lower Province fell by 18½, and in Upper Burma by 4½ lakhs of rupees. Disposals fell in both portions of the Province, and the number of cases pending at the close of the year fell also. The percentage of suits disposed of without contest remained in both Upper and Lower Burma at the same figure, within a fraction, as in 1909. The duration of contested cases rose from 79 to 84, and of uncontested from 45 to 53 days, in Lower Burma. Various reasons are suggested by district officers to account for the marked increase—the difficulty of securing the attendance of witnesses, increasing pressure of work, and changes of officers. In the opinion of the Judges, the probable cause is the increased duration of mortgage suits. Under existing orders, such a suit is shown in the returns as pending until the final order is passed, and in most cases a preliminary decree is first passed which is not made final for a period of months. These orders are now to be modified and, as durations will in future be calculated only up to the date of the preliminary decree, it may be expected that after 1912 durations will fall to a lower figure. In Upper Burma, the figures of duration varied little from those of the preceding year.

The number of miscellaneous cases before the courts of the Lower Province fell from 9,065 to 8,841, and in Upper Burma rose slightly, from 2,122 cases to 2,285. Execution cases in Lower Burma fell from 41,478 to 40,711, and the percentage of wholly infructuous applications rose from 55·2 to 56·1. Each of the past three years has shown a rising figure. Nevertheless, the amount realized in execution in 1910 was over two lakhs more than was realized in 1909, though that year showed the best figure up to date. Similarly, fewer applications for execution were received in Upper Burma, where also the percentage of wholly infructuous proceedings rose, the figures being 44·79 per cent. in 1909 and 45·81 per cent. in 1910. Realizations in execution dropped slightly in Upper Burma. The number of judgment-debtors imprisoned fell throughout the Province. Insolvency cases in Lower Burma decreased from 519 to 471. Detailed analysis of the figures in the returns cannot profitably be made, as the method according to which the statistics are supplied is of doubtful accuracy, but District Judges are stated to be universally of opinion that the Provincial Insolvency Act as enforced in the Province is simply a means to avoid imprisonment, and has therefore failed in its object. In Upper Burma, the number of these proceedings rose, and in fifty per cent. of the cases, as against 47 in the previous year, the discharge of the judgment-debtor was granted. In Upper Burma, out of 448 headmen empowered to try Civil cases under the Village Act, only 238 exercised their powers: they disposed of 1,978 cases, there being a diminution in the number

of headmen who used their powers and in the number of cases tried, although the headmen empowered rose in number. Case III.—
Protection

69. Appeals from Township to District Courts in Lower Burma fell from 2,072 in 1909 to 1,974 in 1910. The number of appeals disposed of was 2,035: the percentage of confirmation varied fractionally only from the figure of 1909. The average duration rose from sixty to 61 days. The number of appeals preferred to Divisional Courts in the Lower Province fell from 575 to 451, whilst the average duration rose from 105 to 110 days. The percentage of confirmation of the decree of the Lower Court fell from 67.9 to 65.1. Appeals.

In Upper Burma, 1,677 appeals were preferred to District Courts, against 1,598 in 1909; those disposed of were fewer by fifty. The average duration rose by as much as six days. Divisional Courts had twelve appeals before them, against eighteen in 1909, but the average duration rose from 45 to 66 days.

70. The number of suits instituted on the Original Side of the Chief Court was 521, or four more than in 1909 and 83 more than in 1908, but the aggregate value of suits fell by seven lakhs of rupees. Disposals numbered four less than in 1909, and the number of pending cases at the end of the year rose from 534 to 613. Of the suits disposed of, 36.2 per cent. were contested, against 33.9 in 1909, and plaintiffs were successful in a smaller percentage of the contested cases than in the preceding year. The average duration of contested cases rose from 408 to 429 days: and of uncontested cases fell from 258 to 244 days. Ten and a-half lakhs of rupees were realized in execution, against three and a-half lakhs in the earlier year. Under the Insolvency Act, eighty cases were disposed of, against 148 in 1909. On the Appellate Side, the number of regular appeals fell from 475 to 393, but disposals also fell, from 460 to 356, and the average duration continued to rise, the figures for the three past years having been 280, 297, and 314 days. There were 431 appeals pending at the end of the year, against 394 in 1909 and 379 in 1908. Decrees were confirmed in 68 per cent. of the cases, the corresponding figure for the earlier year being 66.1. There were 27 more cases taken up in Revision and fifteen fewer Revision cases were disposed of. The congestion of business in the Chief Court indicated by the details given was largely due to the trial of cases connected with the misappropriation of funds of the Government Kheddahs, and was only partially relieved by the appointment of two Additional Judges, one for the whole year, and one for eight months. The Chief
Court.

71. Three hundred and forty-seven appeals were instituted in the Court of the Judicial Commissioner, Upper Burma, against 406 in the previous year: 307 were disposed of, against 435; the Additional Judge disposed of 195 appeals. The percentage of confirmation fell from 65.98 to 61.46. The duration of appeals averaged 232, against 249 days. There were 203 cases before the Court of the Judicial Commissioner in Revision, against 188 cases in the earlier year, and the percentage of confirmation varied little from the figure of 1909. The Court of
the Judicial
Commissioner,
Upper
Burma.

72. The new Chief Court building in Rangoon was occupied in April 1910. The Lower Burma Courts Manual was under revision during the year. General.

Registration.

73. There were 153 Registration Offices at the close of 1910, an increase of one in Lower, and two in Upper, Burma over the figures of the preceding year. The total number of registrations in Book I (compulsory and optional registrations of immoveable property), Book III (Wills and authorities to adopt), and Book IV (registrations affecting moveable property) in Lower Burma rose from 39,942 in 1909 to 45,014 in 1910, whilst the value of the property affected rose from 555 to 633 lakhs of rupees. In Upper Burma, the number of registrations in the three Books declined from 8,979 to 8,243, but the value of the property affected rose by nearly three, to 89 lakhs. The total income realized from registration was some Registration
Offices and
summary of
results.

Chap. III.—
PROSECUTION.

Rs. 8,000 greater than in 1909. The number of compulsory registrations affecting immoveable property in Lower Burma was 39,415, an increase of nearly five thousand over the figure of 1909; and the aggregate value of the property concerned rose from 506 to 581 lakhs. The number of documents registered in 1910 was, however, still below the figures of 1906. In Upper Burma, the number of such documents registered has decreased steadily since 1908, the figures for each year of the triennium being—9,618, 8,365, and, in 1910, 7,641. The value of the property concerned declined from 105 lakhs in the earliest year to 82 in 1909, and showed a slight increase, to 86 lakhs, in 1910.

Sales and
mortgages.

74. Instruments of sale and mortgage form the bulk of the compulsory registrations affecting immoveable property, other instruments being comparatively few in number. In Lower Burma, instruments of sale of the value of Rs. 100 and upwards rose by more than 3,000 during the year, to 21,313, and the value of the property covered rose by 62 lakhs. The average value was Rs. 1,573 in 1910, as against Rs. 1,517 in 1909. The number of mortgages registered rose from 14,045 in 1909 to 15,580 in 1910, whilst the aggregate value recovered slightly, from 179 lakhs in the earlier to 186 in the later year. The average value fell from Rs. 1,274 to Rs. 1,199. As in the Lower Province, mortgages, and sales of the value of Rs. 100 and upwards, form the bulk of the compulsory registrations in Upper Burma but there, in contradistinction to Lower Burma, mortgages are more numerous than sales. Of instruments of sale of Rs. 100 and upwards, the number rose from 2,383 to 2,452, whilst there was a disproportionate rise in the value of the property concerned—from 26 to 59 lakhs. Registrations in the Magwe District alone account for a rise of more than 32 lakhs, the increase being due to enhancement in the price of oil-wells and sites, owing to the competition between the various companies now at work in the Yenangyaung oil-field. Mortgages in Upper Burma fell from 4,750 to 4,256, and their aggregate value from 37 to 22 lakhs.

General.

75. Registrations affecting moveable property in Lower Burma rose in number from 5,043 to 5,382, and in aggregate value from 43 to 46 lakhs, whilst in Upper Burma both the total number and aggregate value fell slightly when compared with the preceding year. Refusals to register, over the whole Province, fell by two, to 188. Default of appearance by the executants of the document is the usual reason for refusal. Searches and applications for copies rose in Lower Burma from 1,703 to 2,159, and fell in Upper Burma from 202 to 180.

Joint Stock Companies.

Companies.

76. Twenty-seven new Joint Stock Companies limited by shares were registered during the year 1910-11 and sixteen companies ceased to work, these changes making the total number of companies working at the end of the year 115. Five of the new registrations were rubber companies, and eight companies connected with mineral oil. Their aggregate nominal capital exceeded 209 lakhs of rupees. In the previous year there had been 23 new companies, with 228 lakhs of nominal capital. Thirty-six companies increased their capital, all but one of the number increasing the paid-up capital; the aggregate increase of paid-up capital was, within a few rupees, 217 lakhs. This figure in large measure represents the original payments of capital to companies registered in the preceding year. Two rice-milling companies together called up more than seventy, and seven oil companies together more than 115 lakhs of capital. In the preceding year the aggregate increase in paid-up capital had been 58½ lakhs. Six companies reduced their paid-up capital against one in 1909-10; the aggregate reduction was 6½ lakhs, against three lakhs in 1909-10. Sixteen companies, having an aggregate nominal capital exceeding 225 and a paid-up capital exceeding 32 lakhs of rupees, wound up their business during the year: in the previous year four companies, with a paid-up capital of four lakhs, were wound up. The Mount Pima Mining Company (eleven lakhs) and two oil companies (16½ lakhs) account for nearly 28 out of the 32 lakhs of paid-up capital belonging to companies wound up

during the year. One new company limited by guarantee was formed, and brought the number of such companies operating in the Province to seven.

CHAP. III.—
PROTECTOR.

Local Boards Administration.

77. There are no Local Boards in Burma. The District Funds in Upper, and the District Cess Funds in Lower Burma are administered by the Deputy Commissioners of the districts to which they belong. Some account of their receipts and expenditure is given in Chapter V (*Revenue and Finance*).

Municipal Administration.

78. The figures of receipts and expenditure of the Municipality of Rangoon are recorded elsewhere in this Report (Chapter V, paragraph 183). The incidence of taxation, calculated on the Census population of 1901, rose from Rs. 11-9-9 in 1909-10 to Rs. 12-6-5 in 1910-11. There was an excess of ordinary income over ordinary expenditure of 2½ lakhs of rupees, and it was not necessary to impose fresh taxation. The process of revision of assessments added more than half a lakh to the recorded monthly rental value of private properties. The question of the assessment of Government property was decided: in lieu of Municipal taxes Government are to pay in future 7½ per cent. of the total demand of taxes from private properties. The question of the disposal of rubbish was under consideration, but no decision was reached. Active measures were taken to deal with the disease glanders, which was found to be prevalent among the hackney-carriage ponies. Many animals had to be destroyed, and the stringent measures employed led to a strike among the owners, who removed all their ponies from Rangoon. Liberal compensation was, however, granted to the owners of condemned animals, and this, with the adoption of other conciliatory means, removed the causes of friction and by the end of May 1911 all hackney-carriage ponies within the Municipality had been tested for the disease. The general death rate among human beings was lower than in any year since plague first broke out in 1905, though there were more deaths from that disease than in 1909. The wholesale milk supply is reported to be still disgracefully impure. The existing byelaws could be used to control retail dealers, but the difficult question of supervision of the supply at its source remains up to the present unsolved, as do other important questions, such as the erection of model barracks for coolies. Municipal vaccination progressed satisfactorily, the figures of primary vaccinations, revaccinations, infantile vaccinations and successful vaccinations all showing advances. The Town Lands Reclamation Fund was constrained to curtail works, as its financial capacity was found to be unequal, at present, to the execution of the ambitious scheme originally planned.

Rangoon
Municipality.

79. The number of Municipalities, excluding Rangoon, rose to 45 through the substitution of a Municipality for a Town Committee at Insein. The area of the Thônzè Municipality was increased by the inclusion of the Civil Station of Tharrawaddy. The population within Municipal limits at the Census of 1911 was only 15,097 greater than at the previous Census, a large decline in Mandalay counterbalancing much of the increase elsewhere. The incidence of taxation varies from Rs. 4-9-4 at Moulmein to As. 0-4-8 at Taungdwingyi. Revision of assessments was undertaken at Insein, Bassein and Moulmein, and taxes of various kinds were imposed in Akyab, Myanaung, Kyaukpyu, Thayetmyo, Yandon, Moulmein, Syriam and Mandalay. The total of the grants and contributions received rose from 4½ to more than five lakhs of rupees: the amount sanctioned for plague measures was again small, Rs. 60,000 only. Mandalay received three-quarters of a lakh for the purpose of acquiring land and for drainage. Kyauklat received Rs. 34,000, Bassein more than a quarter of a lakh, Thayetmyo Rs. 15,000, and Minbu Rs. 12,000 for water-supply; the estimates for the Kyauklat scheme have been sanctioned, and work has commenced at Bassein, Thayetmyo and Minbu.

Minor Muni-
cipalities.

CHAP. III.—
PROTEC-
TION.

Kyaukpau received Rs. 10,000 for sanitation, and Pyinmana the same amount for markets. Syriam benefited by contributions of Rs. 40,000 from the Hanthawaddy District Cess Fund and Rs. 20,000 from two mercantile firms towards the erection of a Hospital. The water-works at Moulmein and Akyab continued to provide good supplies: extensions were made at Moulmein and are contemplated at Akyab. There is a proposal to filter the river water in a floating tank at Prome, and projects of water-supply have reached various stages of maturity for Pegu, Mandalay, Pyinmana and Yamethin. Tube wells were sunk in three Municipal areas. The prevention of plague continued to be the main object of sanitary measures in most towns. At Prome, Paungdè, and Mandalay improvements to houses were carried out, and efforts are now mainly directed to secure the construction of houses which are easy to clean and afford the minimum harbourage for rats. Drainage schemes were sanctioned for Akyab, at a cost of four lakhs of rupees, and Moulmein, at a cost of Rs. 63,000. In several low-lying towns such as Pyapôn and Kyaiklat it was decided to precede drainage by reclamation, and a combined drainage and reclamation scheme has been sanctioned for Syriam. New hospitals were opened at Mergui and Sandoway, and the Syriam hospital is nearing completion. The attendance at most hospitals continued to advance. Out-door dispensaries were opened at Pakôkku, Paungdè and Henzada. The prior urgency of sanitary improvements led to a decline of Rs. 33,366 in the expenditure on public works. At Mandalay the grant was insufficient even to keep existing roads in repair, but Moulmein has an available source of road-metal at hand and spent more than half a lakh of rupees on roads. Two Municipal Schools—at Ma-ubin and Myanaung—were taken over by Government. Bassein, Akyab, Kyaiklat, Insein, Henzada and Toungoo received loans during the year.

There were seventeen areas notified under the Municipal law, or one more than in the preceding year, the conversion of Insein into a Municipality being set off by the addition of Nattalin and Pyawbwè to the number of notified areas.

Military.Strength of
the garrison.

80. The total strength of the troops forming the garrison of Burma at the end of March 1911 was 9,951 officers and men, of whom 3,614 were Europeans, against 11,372 officers and men, of whom 4,726 were Europeans, at the end of the preceding year. The decrease was due to reduction of the strength by one battalion of British Infantry, which was withdrawn towards the end of 1910.

Military
works.

81. The expenditure on Military works fell from $6\frac{1}{2}$ to six lakhs of rupees, $1\frac{1}{2}$ lakhs going to new works. With the exception of a gymnasium, the provision of accommodation for a full battalion of British troops at Maymyo is now practically complete. Additional temporary quarters for sixteen families were completed at Shwebo, at a cost of Rs. 18,750. The mat walls of the native barracks at Meiktila were replaced with planking, and improvements were made to the married men's quarters at the same station. A sum of Rs. 9,500 was expended on completing the work of raising the stop-butts of rifle ranges in Mandalay.

Military (Volunteering).

82. There were six Volunteer corps in Burma during the year of report: three of these—the Rangoon Port Defence Volunteers, the Rangoon Volunteer Rifle Corps and the Burma Railways Volunteer Corps—have their headquarters at Rangoon: two, the Moulmein Volunteer Rifle and Artillery Corps, at Moulmein, and one, the Upper Burma Volunteer Rifles, at Mandalay. The total strength of the six corps at the close of March 1911 was 3,136 adults, 465 cadets, and 180 reservists, an increase of 95 on the figures of the preceding year. The number of efficient, excluding reservists, rose from 3,381 to 3,448. These figures do not include the strength (46) of the South Andaman Volunteer Rifle Corps, which for administrative purposes is attached to the Rangoon Volunteer Rifle Corps. The

capitation and other grants earned, exclusive of those earned by the Andaman Corps, decreased from Rs. 1,33,641 to Rs. 1,29,876. Arrangements for reorganizing the Rangoon Port Defence Volunteers were under consideration during the year, and the formation of a Cyclist Company, as an additional Company to be attached to the Rangoon Volunteer Corps, was sanctioned.

CHAP. III.—
PROTEC-
TION.

Marine.

83. From the 23rd September 1910 the establishments of light-houses came entirely under the administration of the Marine Department. The improvements to the Alguada Reef Light-house which had been in progress since 1899 were completed during the year 1910-11, at a cost of Rs. 46,059. A further sum was spent on closing the chasm at the reef, bringing the total expenditure on this work to Rs. 31,240. The work has been only partially successful, as a portion of the sea-wall has been undermined, but the part opposite the light-house remains undamaged and is expected to produce the desired effect of preventing the chasm from widening and stopping the vibration from which the tower used to suffer during storms. Improvements to the Double Island Light-house, by which immunity from fire and better ventilation have been secured and the candle power of the light raised from 4,500 to 35,000, were practically completed, at a total cost of Rs. 20,740. The apparatus for improving the light on Savage Island arrived from England, and will be fixed in 1911-12. The incandescent lights installed in 1909 at Table Island, Green Island and the Alguada Reef have proved greatly superior to the old lights. The only light-houses remaining to be improved are those at China Bakir and Reef Island. A project is being framed to erect a light-house at Elbow Point on the Tavoy river, and arrangements have been made to install a beacon on the North Terrible Rocks, off Kyaukpyu. Improvements to the boat-dock at Double Island were commenced, and the possibility of improving landing facilities at the Alguada Reef is under consideration. The light at Victoria Point continues to give satisfaction. The vessels of the British India Steam Navigation Company did not touch at Sandoway during the fair season of 1910-11, and the Wigham's light was accordingly not exhibited off the west end of Zallataung Island. The Royal Indian Marine Steamer *Mayo* was the Station Vessel throughout the year, and was employed among other duties in visiting the light-houses and light-ships. The light-ships *Kemmendine*, *Kalagauk* and *Danidam* were overhauled and some repairs were carried out to the relief light-ship *Martaban*. There were eighteen cases of beri-beri among the light-house and light-ship crews, against 39 in the previous year, but only one case proved fatal, as compared with six cases in 1909-10, and the health of establishments on the whole was good. At Alguada and Beacon Islands, where men had in past years suffered considerably, reliefs were carried out every two, instead of three, months and the change is reported to have been beneficial. The total expenditure on light-houses and light-ships rose from Rs. 1,68,133 to Rs. 1,83,278. The cost of repairs by the Public Works Department fell slightly, to Rs. 21,429. Charges on account of establishment, provisions, oil, stores and contingencies, etc., increased from Rs. 1,26,911 to Rs. 1,41,723. The receipts from Burma Coast-light dues amounted to Rs. 4,35,964, against Rs. 4,22,253 in the preceding year, and from the 1st May 1911 the rate at which the dues are levied was reduced provisionally, for a period of three years, from one anna and two pies to one anna and one pie per ton of burden.

Light-houses
and light-
ships.

84. The ordinary revenue for the year 1910-11 rose from 29½ to 34½ lakhs of rupees, and the ordinary expenditure, by more than one lakh, to 34½ lakhs. There was thus a small excess of revenue over expenditure, against a deficit of more than four lakhs in the preceding year. The expansion in ordinary revenue was due chiefly to an increase, from one and a-half to four annas per ton, in the rate at which the River Due was levied. The change had effect from the 1st of August 1910, and increased the receipts by a sum of nearly 3½ lakhs. The

Port Ad-
ministration,
Rangoon.

growth in ordinary expenditure was due to an increase of more than a lakh under the head of interest and sinking fund. If that head and the debt accounts are excluded, the difference between the expenditure of the year and that of 1909-10 was of trifling amount. Including debt accounts, the revenue of the year was 45½ and the expenditure 45½ lakhs. A loan of six lakhs was raised, at an average price of Rs. 94-10-0, and the capital indebtedness of the Port Commissioners amounted to 245 lakhs at the close of the year. Sinking and reserve funds had at their credit 14½ and 5½ lakhs respectively, but these amounts are stated to be insufficient, and the question of increasing the annual grant towards amortization of debt is under consideration. The revenue of the Traffic Department amounted to nearly twenty-one lakhs, an increase of some thirteen per cent. on the figure of 1909-10: rents of godowns rose by nearly half a lakh; of lands, by more than that amount; and receipts from dues on goods landed from sea-going vessels—the largest item of revenue in the department—by Rs. 65,000 to nearly eight lakhs of rupees. Expenditure declined by half a lakh. The net annual profit of this department now approaches five lakhs of rupees. Approximately 54 per cent. of the seaborne imports into Rangoon, which are estimated to have reached nearly one million tons, passed over the Commissioners' premises, the remainder being landed on private jetties and foreshore: of the exports, estimated at more than 2½ million tons, only ten per cent. used their wharves. No addition to the wharf accommodation for sea-going vessels was made during the year, and existing facilities are stated to be, on the whole, sufficient. Among minor works carried out were the laying of two new swinging moorings, bringing the number of these to 26, and of an additional block of fixed moorings, and the dredging—at a cost of more than a lakh of rupees—and buoying of the new King's Bank channel. Progress on the river-training scheme continued, and in the course of the year the Government of India sanctioned the Commissioners' estimates, amounting to 134 lakhs gross and 117 lakhs of rupees net. The estimates are, however, already partly out of date and in process of revision, among important deviations from the original project being a reduction in the number, coupled with an increase in the size, of the brushwood mattresses which form the foundation course of the training wall; an extension of the area of the 'apron' at the eastern end of the wall; and the utilization of stone from inland quarries, as well as from the Kalagauk Island. The latter source of supply is proving more costly than was anticipated, and the revised estimate for the whole scheme may amount to not much less than 150 lakhs of rupees gross. Work on the laying of the mattresses was accelerated, and all had been deposited by the end of July 1911, seventeen months in advance of the anticipated date. The expenditure of the year on the Rangoon portion of the river-training project amounted to nearly eighteen lakhs. Quarrying at Kalagauk continued and altogether 7½ lakhs of rupees were spent on quarrying.

The work of reconstructing the Sule Pagoda wharf went on: it was found necessary to dismantle part of the retaining wall, at a cost of a lakh, and actual construction work cost an additional sum of half a lakh. The general financial position of the Port Trust required careful watching, and little could be done to develop the estates recently acquired by the Commissioners at Botataung and Pazundaung. At the end of the year it was decided to propose an amendment of the Rangoon Port Act, mainly for the purpose of carrying into effect the recommendations of the Rangoon Foreshore Committee.

85. The Pilot Fund opened with a balance of Rs. 74,495 and closed with a balance of Rs. 1,01,916. Receipts exceeded 3½ and the expenditure was slightly over three lakhs. The gross pilotage receipts amounted to Rs. 3,40,568, a sum of Rs. 4,092 more than in the previous year. The amount disbursed to pilots decreased slightly, to Rs. 1,83,854. A sum of Rs. 21,000 was added to the Depreciation Fund, which stood at Rs. 97,152 at the close of the year. A proposal to invest the Port Commissioners with full control over the pilots was not accepted by Government, but certain powers were delegated to the Chairman of the Port Commissioners under the British Burma Pilots Act, 1883, and it is expected that this will enable enquiries under the Act to be held more expeditiously. Proposals for the amendment of the Pilot rules and the Pilot leave-rules were considered:

the former have, since the close of the year, been submitted for the sanction of Government.

CHAP. III.—
FINANCIAL
STATEMENT.

86. Excluding the Rangoon Port Trust, there are six ports in Burma for which separate Port Funds are maintained, namely, Bassein, Moulmein, Akyab, Mergui, Tavoy and Kyaukpyu. The receipts of these funds fell from Rs. 6,82,558 to Rs. 4,06,921. The figures for the previous year included, however, loans, amounting in all to Rs. 1,55,000, taken from Government by the Bassein, Moulmein and Tavoy Funds. If these special receipts are deducted, the figures for the years 1909-10 and 1910-11 were Rs. 5,27,858 and Rs. 4,06,921 respectively. The total expenditure decreased by Rs. 3,05,039 to Rs. 4,32,257, and the closing balance from Rs. 2,88,623 to Rs. 2,63,286. All the funds were solvent at the close of the year.

Minor ports.

Outside Rangoon, there are Pilot Funds at Akyab, Bassein and Moulmein. They receive the fees for pilotage, and disburse the earnings of the pilots, charges for the upkeep of pilot vessels, and some other expenses. The funds opened the year with a total balance of Rs. 29,112, their receipts amounted to Rs. 1,17,767, their expenditure to Rs. 1,23,888, and the closing balance was Rs. 22,991. Port Officers appointed by Government, and assisted by Advisory Boards, continued to manage the ports of Akyab, Moulmein and Bassein, and during the year powers were delegated to the Boards to write off overpayments made in error from, and losses of stores belonging to, Port Funds, provided that the members of the Board were not responsible for the overpayment or loss. At ports where there are no Advisory Boards, the Commissioner of the Division was empowered to write off such overpayments or losses. The administration of the ports of Tavoy, Mergui and Kyaukpyu is in the hands of the Deputy Commissioner. These three ports have no Pilot Funds.

87. Four hundred and fifty-one vessels of all kinds entered ports in Burma from foreign countries in 1910-11, as against 492 in the preceding year. The total tonnage was, however, greater by more than 40,000 tons. The number of steam vessels fell from 437 to 421, but the aggregate tonnage rose from 1,006,453 to 1,048,289. The number of sailing ships and their total tonnage were thirty and 11,332, as compared with 55 ships and 12,563 tons. Three hundred and seven steamers, with an aggregate tonnage of 845,193, entered Rangoon from foreign countries, the corresponding figures for the previous year being 302 and 765,833; five sailing ships visited Rangoon, against three in the earlier year.

Commercial
Marine:
shipping.

The number of steamers and sailing ships engaged in the coasting trade which entered ports in the Province fell from 3,843 to 3,437, of which 2,199 were steamships, but the total tonnage increased from 2,584,880 to 2,604,198 tons. One thousand and sixty-one, or slightly less than half the total number of steamships, came into Rangoon, whilst only 144 sailing ships, as against 171 in 1909-10, entered that port. Rangoon accounted for 1,720,685 tons out of the total coasting tonnage of 2,604,198 tons, the figures for the previous year being 1,805,827 and 2,584,880 tons respectively.

The average size of the steamships visiting Rangoon increased. The number of such vessels of above 5,000 gross registered tonnage rose from 202 to 228, and eleven steamships of 29 feet draft left the port, against five in 1909-10. Of the 451 steamers and sailing vessels entering ports in Burma from foreign countries, 335 or 74·28 per cent. were British, and 41 British Indian. The percentage of British ships in the preceding year was 66·26. Seventy-five vessels sailed under a foreign flag, as against 102 in 1909-10. The number of German vessels fell from 61 to 35, and of Dutch vessels from fifteen to eight. Japanese vessels advanced from one to eight.

88. In all, there were in 1910-11 within the jurisdiction of the Port Commissioners of Rangoon 36 casualties to shipping—an abnormally high number. Sixteen occurred to vessels in charge of Assistant Harbour Masters, seven to vessels in charge of licensed pilots, six to vessels in charge of special pilots, and seven to vessels in charge of masters and serangs. The most serious casualty was

Commercial
Marine:
wrecks and
casualties.

Can. Min.
Passenger
ships.

the grounding and subsequent total loss of the Government steam-launch *Gunner*: one European officer and two gunners of the Royal Garrison Artillery were drowned in this accident. A Court of Enquiry was held, and the proceedings were ultimately submitted for the orders of the Government of India. Courts of Enquiry were held in three other cases, one of which concerned the grounding in the Gulf of Martaban of the steam hopper-barge *Curlew*, which sustained severe damage, and another a collision between two vessels, one of which sank. In all three cases the officers responsible received punishment or reprimand. Three accidents were attended with loss of life, namely, the sinking of the *Gunner*, the case of collision mentioned and a case of fire on a motor-launch. The chief feature of the year's casualties at Rangoon is stated to have been the comparatively large number of accidents to motor-launches, and the propriety of regulating by legislation the construction and employment of these vessels is recommended in the report. None of the accidents which occurred in the Rangoon River to vessels in charge of licensed pilots was serious.

At other ports there were three accidents involving the appointment of Courts of Enquiry. The steamer *Tanneufels* grounded in the Bassein River whilst in charge of a pilot, who was, in the conclusion, visited with a warning. Two Courts of Enquiry were held at Moulmein in connection with the grounding of vessels. In one case the pilot was censured for want of judgment: the pilot concerned in the other was reduced in grade for a year and received a warning.

Government
steamers and
launches.

89. The Royal Indian Marine vessels *Sladen* and *Bhamo* carried by river over eight thousand troops and followers, besides convicts, transport animals, ammunition, 10,272 tons of stores, and 73½ lakhs of specie. Their earnings fell from Rs. 2,33,151 to Rs. 1,76,932. Three new steam launches and one motor-launch were added to the Government flotilla, whilst one steam launch was sold, these changes leaving at the end of the year 131 vessels of all descriptions, comprising 82 steam launches, eleven house-boats, eleven flats, six barges, four light-ships, three dredgers, three steam cutters, two motor-launches, two buoy vessels, two water-boats, two mooring boats, one schooner, one rock-smashing boat, and one boat for the conveyance of transport animals. The increase over the strength of the flotilla (113) shown in the previous report is apparent only, being due to the transfer to the general list of the Government light-ships and other vessels which were borne on a separate list in past years. The amount earned by Government vessels in Lower and Upper Burma was Rs. 5,17,917, or Rs. 37,451 more than in 1909-10. The expenditure on the maintenance of these vessels, including 4 per cent. interest on their estimated present value, increased by Rs. 65,626, to Rs. 7,83,533. Twenty launches earned more than the cost of their upkeep. The Lower Burma vessel *Custodian*, which was employed partly in keeping the coal depôts in the Delta districts supplied with coal and partly on transport duty between Rangoon and Mandalay, earned Rs. 32,983, showing a profit of Rs. 15,216 on the year's working: one Upper Burma vessel showed a profit of Rs. 21,896, and two others over Rs. 13,000 each. All the vessels were kept in a state of efficiency.

Marine
works and
surveys.

90. A new survey of the Rangoon Harbour, from Kemmendine to the Pegu river and thence to the works of the Indo-Burma Petroleum Company on the east bank, and to the King's Bank Battery on the west, was completed, and a survey of the mouth of the Rangoon River from Elephant Point to the Fairway Buoy was also carried out. The channels at the mouth of the river remained steady, although growth continues in the vicinity of Elephant Point. The Hastings Sand below Rangoon continued to work to the northward: the Monkey Point dredged out channel silted up, was re-dredged, and again silted up. The dredging of the King's Bank Channel has been mentioned above, with other works of importance carried out in the river. The shore light-stations gave no trouble. Certain lights were moved in order to increase their utility, and an experiment was tried with an acetylene gas buoy. All the buoys which at present burn petroleum will probably be replaced by acetylene gas buoys as funds permit; the latter are more efficient and, although their initial cost is greater, there is a saving in the cost of maintenance.

Away from Rangoon, a landing stage of reinforced concrete was completed at Kyauktan in the Pegu District, and wharves were built at Labutta, Myaungmya, Thayetkōn and Kangyi in the Myaungmya District. The reconstruction of the Bazaar pier and pontoon anding-stage at Akyab was finished, at a cost of Rs. 27,657. At Bassein seven jetties were reconstructed, at a total cost to the Port Fund of Rs. 64,405. The Royal Indian Marine steamer *Investigator* continued the survey of the Tenasserim Coast southward from White Point towards the entrance of the Pakchan river. Two officers of the Royal Indian Marine had been deputed in November 1909 to survey the Bassein River. The survey was completed in March 1911, and since the close of the year the preparation of the charts has also been completed.

CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

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Agriculture.

The Agricultural Department.

91. For the greater part of the year 1910-11 two European agricultural experts only, the Deputy Director and the Agricultural Chemist, were attached to the Department. At the close of the year the services of a third officer became available. The Province was divided for administrative purposes into two circles, a Southern Circle comprising the whole of Lower Burma and two Civil Divisions of Upper Burma, and a Northern Circle, which takes in the remainder. There was no change in the subordinate staff. A scheme was prepared for the creation of a staff of district vernacular agriculturists, to serve as intermediaries between the Agricultural Department and the various Co-operative Credit Societies and the public generally.

Agricultural research and experiment.

92. The whole area of the Agricultural Station at Mandalay, amounting to 430 acres, has now been cleared of jungle growth and is fully utilized. The station at Hmawbi is still in its infancy and without buildings or equipment, but thirty-two acres were laid out during the year for the experimental cultivation of rice. The experimental garden at Sinlumkaba in the Bhamo District continued to be employed as a training-ground for the pupils of the Government Model School. The garden at Taunggyi in the Southern Shan States again gave disappointing results. The Myitkyina garden did well and its abolition is fore-shadowed, as the garden has shown what kinds of fruit-trees are likely to flourish in the locality. The three gardens in the Chin Hills—at Falam, Tiddim and Haka—produced satisfactory crops of vegetables, but little good fruit. They

are stated to be probably without effect, as yet, on the general cultivation in the hills. The net cost to Government of the six gardens was approximately one thousand rupees less than in the preceding year. The cultivation of the moisture-resisting variety of rice introduced by Government into the Akyab District extended. In some cases better prices were obtained for it than for the rice known as *necransie*, and the variety appears now to be successfully established. The experimental cultivation of wheat continued in several districts, chiefly of the hilly regions, and in the Bhamo District, where the object in view is to reduce transport charges by growing a sufficient crop to supply each of the Military Police outposts, sowings were more successful. Groundnut may now be regarded as an established crop. Experiments with cotton continued at the Mandalay Station, but the best varieties have yet to be determined. Java tobacco was tried with success in the Pakôkku District.

The work of the Chemical Laboratory included 725 analyses, the majority of them determinations of silt and examinations of water, and reports on the typical soils of the Meiktila District and on the source, supply and agricultural value of silt in Burma. Among the enquiries in progress is one into the typical rice soils of the Province. The botanical research of the year was concentrated on the scrutiny of wheats, peas, and beans, and a survey of the Upper Burma varieties of rice was completed. In mycology little or nothing was done, owing to lack of the necessary staff.

93. For the same reason, no demonstration work has been undertaken up to the present. Advice was, however, freely given during the year, and a scheme for supplying cultivators with improved agricultural implements was prepared by the Department and sanctioned by Government. A grant of Rs. 600 was made to the Agri-Horticultural Show at Rangoon. Four cultivators' leaflets, three Bulletins, a Survey of the agriculture of the Sagaing District, and a preliminary Note on the classification of the varieties of rice grown in the Upper Province were published. Relations between the Department and the Co-operative Credit Societies remained intimate.

CHAP. IV.—
PRODUC-
TION AND
DISTRIBU-
TION.

Demonstra-
tion, Shows
and general
remarks.

94. The strength of the subordinate establishment rose by three Inspectors and twelve Assistants. The Veterinary School at Insein, with which is combined a Veterinary Dispensary for purposes of demonstration, was open throughout the year, and a new school was established at Taunggyi, in order more conveniently to provide instruction for the Shans who will in future be employed as Veterinary Assistants to Chiefs in the Shan States.

The Veteri-
nary Depart-
ment.

95. Agricultural stock on the whole enjoyed a fair year, though there was scarcely a district which was altogether free from rinderpest or anthrax or foot-and-mouth disease: outbreaks were, however, spasmodic. The districts in which they were most serious were Henzada, Minbu, Thayetmyo and Bassein. The figures of mortality from contagious disease again rose, the total number of cattle reported to have died thus being 39,204, an increase of 8,578 over the figure of 1909-10, and an approximation to the heavy mortality (40,753) recorded in 1906-07. As usual, rinderpest was the most destructive agency, being responsible for 29,222 deaths, as compared with 22,240 out of 30,566 deaths in the previous year. Severe outbreaks occurred in the Henzada, Minbu and Thayetmyo Districts. A serious epidemic of glanders broke out in June 1910 among the hackney-carriage ponies in Rangoon: 353 animals were destroyed in the year ending with March 1911, and the Municipality paid a sum of Rs. 33,000 as compensation to owners.

Agricultural
stock and
cattle
disease.

The substitution of bulls and bullocks for buffaloes continues; there was an increase of 68,615 in the former, as compared with a rise of 2,407 only in the number of male buffaloes, whilst buffalo calves are returned as fewer in number than in 1909-10. Except for buffalo calves, all descriptions of agricultural stock showed an increase in the year. Ploughs were returned at 503,543, against 463,317 in 1909-10; the increase may be attributed to more accurate enumeration. Carts are reported as having decreased from 651,464 to 593,627, but the figure

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

Pony and
cattle
breeding.

for one district alone (Pakōkku) fell by more than 62,000, so that it is clear that the figures of previous years were exaggerated, and that there was no such diminution in 1910-11 as the statistics suggest.

96. No breeding operations took place. An Agricultural Show was again held at Bhamo: the entries, although fewer than in the previous year, were numerous and the Show may be regarded as firmly established. The buffalo classes were again the best in number and quality, ponies and the cattle classes generally being disappointing.

Agricultural
loans.

97. Advances under the Agriculturists' Loans Act amounting to 9½ lakhs of rupees, i.e., over a lakh and a quarter more than in 1909-10, were issued. In each of the Tharrawaddy, Pakōkku, Shwebo and Meiktila Districts, in the past two years together, more than a lakh has been given out in advances, and in several districts of the Dry Zone besides the three last mentioned these advances are freely utilized. Little difficulty is experienced in collecting due and over-due instalments. Remissions were trifling in amount. Suspensions totalled Rs. 82,370, against more than a lakh in the preceding year, and were chiefly granted on account of floods or other adverse agricultural conditions. The advances were utilized in large measure for the purchase of seed-grain and cattle. The instructions were amended in order to allow of advances being given out earlier in the year. As usual, little use was made of the Land Improvement Loans Act, the amounts advanced under which varied little from the figure of the preceding year.

Co-operative
Credit
Societies.

98. The number of Rural Co-operative Credit Societies increased from 252 to 450 in the year ending with June 1911: their membership rose by more than five thousand, to 11,340. Urban Societies increased from 22 to 27. Unions, which, besides supervising the working of and encouraging additions to the number of their affiliated societies, guarantee to a certain extent the debts of the component bodies, increased from eight, with 92, to 24, with 293 subordinate societies. The large increase in the number of Rural Societies testifies to the growth of popular confidence in the methods of co-operation, but not completely, since there were many applications for formation which could not, for lack of time and an adequate supervising staff, be entertained by the Registrar of Co-operative Credit Societies. The need of further increase in the staff is foreshadowed in the Departmental report, and additions have been sanctioned since the close of the year. There are now two Central Societies, lending to other societies only. Of these, the Pakōkku Central Bank was reorganized during the year, and a Central Co-operative Bank for Upper Burma was successfully established at Mandalay. A beginning was made with the formation of Cattle Insurance Societies, and there were six of these in existence at the close of the year: the societies do not, however, at present accept the risk of cattle dying from rinderpest. Excluding the amount of capital lent by Central to other societies, the aggregate capital of the societies more than doubled, rising from 7½ to 15½ lakhs of rupees. Of the capital contributed by non-members, a little over Rs. 16,000 only has been advanced by Government, whilst the total contribution of natives of the Province to the capital funds of the various societies was estimated at more than five lakhs at the end of June 1911. The close of the year was marked by the holding of the first Burma Co-operative and Agricultural Conference.

Protection
from floods.

99. The construction and maintenance of embankments along the course of the Irrawaddy River and elsewhere in the delta of Lower Burma form an important part of the duties of the Irrigation Branch of the Public Works Department. Similar protective works, but on a smaller scale, exist along the Sittang River in the Pegu District. Capital and revenue accounts are kept for the Irrawaddy embankments proper, and only revenue accounts for the embankments of the Maubin Island and the Sittang embankments. The receipts attributed to embankments consist of the land revenue collected within the protected area, and of some

minor items. The area protected by embankments during the year 1910-11 rose, according to the Irrigation returns, by 6,179 acres, to the high figure of 651,850 acres. The advance was due to a large area coming under cultivation beneath the embankments for which both capital and revenue accounts are kept. The gross revenue from embankment works of all kinds rose from eighteen to nineteen lakhs of rupees but, as working expenses increased by Rs. 70,000, the net revenue was only Rs. 30,000 higher, amounting to fifteen lakhs, of which 10½ lakhs were contributed by the embankments for which both sets of books are kept. Special repairs were carried out on the Ngawun and Myanaung embankments of the Irrawaddy system, and a permeable dam, intended to protect the town of Henzada, was completed at a cost of more than Rs. 40,000 and acted efficiently. An important change took place in the channel of the Sittang River, the new course of which is shorter by 35 miles than the old. The change appears to have reduced the height and duration of floods and to have benefited cultivation in the adjoining low country. Other changes in the course of this river are taking place.

CHAR. IV.—
PRODUC-
TION AND
DISTRIBU-
TION.

Weather and Crops.

100 Neither in Lower nor in Upper Burma was the agricultural year 1910-11 so prosperous as its predecessor. In Lower Burma the rainfall was capricious and unevenly distributed, and the rice harvest everywhere suffered. In August the Irrawaddy rose to an unusual height, and floods destroyed the crops over large areas of low-lying land in several of the maritime and inland districts of Lower Burma. In Upper Burma, the districts outside the Dry Zone fared better than those within it, and the northern Wet Zone districts enjoyed a good harvest. In the Dry Zone, which includes the Magwe Division, the Meiktila Division (except Kyaukse) and the Sagaing and Lower Chindwin Districts, a prolonged drought followed an early burst of rain and ploughing and planting were delayed until August. The late rain was uneven, and failed altogether in Pakōkku. The irrigated districts of Kyaukse, Mandalay and Shwebo were more favoured and enjoyed a prosperous season. The annual rise in the Irrawaddy is a factor of considerable importance in the agriculture of the riverine districts. In 1910-11 the rise was both higher and more protracted than usual, and the rich deposit of silt ensured a good yield of tobacco and other silt-loving crops.

Character of
the seasons.

101. The occupied area as shown in the returns fell by 1,399 acres, to 17,169,806 acres. The decrease is apparent only, being due to the reduction of the figures for the Pakōkku District by 62,000 acres, on the introduction of Supplementary survey and more accurate means of record. The occupied area in reality rose. The rate of increase in the Provincial figure has, however, become slower: in six districts only did the increase exceed 5,000 acres, as against seventeen in the preceding year. In Shwebo, a large decrease of occupied land within was almost balanced by a large increase outside the canal area. When graduated rates are introduced on completion of the Revenue Settlement of that area, it may be expected that the acreage under occupation in the district will again rise. The area of current fallows increased for the Province by fifteen per cent., from three and a half to nearly four million acres. In the Dry Zone districts of Upper Burma and in the Thayetmyo District, the increases in fallow area attributable to the failure of the early rains were great. Pakōkku returned an increase of no less than a quarter of a million acres; it is believed that the figures are inaccurate, though the increase must have been considerable. The area over which crops sown failed to mature exceeded that of the previous year by 14,000 acres. Floods along the Irrawaddy caused the loss of 104,000 acres in Hanthawaddy, 63,000 acres in Ma-ubin, and smaller, though considerable, losses in other districts. Ten Upper Burma districts reported a failed area of more than 10,000 acres, the maximum figure being 71,000 acres, in the Lower Chindwin District.

Area under
cultivation.

102. The irrigated area shown in the Season and Crop returns fell by 58,000, to less than a million acres. In the regions irrigated by Government canals—chiefly in the Shwebo, Kyaukse, Mandalay, and Minbu Districts—the two districts

Area
irrigated.

CHAP. IV—
PRODUC-
TION AND
DISTRIBUTION.

first named reported decreases of 25,000 and 9,000 acres respectively. The fall in Shwebo was due to abandonment of the less favourably situated areas, and in Kyaukse is ascribed to excessive middle rains checking cultivation. Government reservoirs irrigated 15,000 acres less than in 1909-10. Eleven thousand acres of the decline are explained by the bursting of the Nyaungyan-Minhla embankment in the Meiktila District. Approximately seventy per cent. of the Provincial area estimated to be irrigable in a good year was irrigated in 1910-11. Ninety-six per cent. of the area irrigated was under rice, the only other staple which is irrigated to any extent being sesamum, in the Kyaukse District. The double cropping of irrigated areas is also all but confined to that district, and does not extend to more than 21,000 acres.

Cropped
area.

103. The cropped area decreased during the year by four per cent. or more than half a million acres. The area under rice was, however, only 54,000 acres less than in 1909-10. In Lower Burma, there were large decreases in the Tharrawaddy and Amherst Districts: in Upper Burma it was not to be expected that the Dry Zone districts would be able to maintain under rice the large areas reported last year, and in six districts the decrease amounted to 120,000 acres. Against this must be set off an increase in Shwebo and Katha of 72,000 acres. The area under red millet declined by over 100,000 acres, but the reduction in Pakòkku was 87,000 acres and the figures are not reliable. White millet declined by 15,000 acres. The scanty rainfall of June and July caused a diminution in the area under early sesamum of more than 200,000 acres, but the Pakòkku figures again introduce an element of doubt. The area under the late-sown variety of sesamum varied little from the figure of the previous year. The area under the various pulses rose by 42,000 acres, of which red beans contributed an increase of 22,000 acres. This crop is now of considerable importance, being grown on 150,000 acres. Cotton, in spite of the high prices prevailing, dropped from 202,000 to 170,000 acres. Groundnut also declined, the decrease being 38,000 acres. Of the minor crops, grain and maize lost ground, whilst tobacco and rubber advanced, the latter by 9,000 acres.

Prices.

104. The factor which determines the price of unhusked rice over most of the Province is the Rangoon demand. The estimated outturn of the 1910-11 rice crop in the principal exporting districts of Lower Burma fell much below the normal. In the final forecast the exportable surplus was placed at 2,580,000 tons of cargo rice, but after the forecast had been published the estimates of outturn in many districts were revised, as it was found that the crop was threshing out lighter than had been anticipated. The forecast of the previous year placed the exportable surplus at 2,450,000 tons, and the actual exports exceeded this by 125,379 tons. Up to the 30th June 1911, 1,844,721 tons had been exported against 1,895,830 tons up to the 30th June 1910. In consequence of the less favourable season and the restricted probable supply, the Rangoon market opened and remained abnormally high, and there is scarcely a district that did not report a better price than in 1909-10, although north of Shwebo the rise was small. Variations in the price at local centres are great, but, as indicative of the harvest prices ruling in the districts of the Pegu Division, the price at Tharrawaddy may be cited, namely, Rs 2 per maund of 82½ pounds of common unhusked rice, against the previous year's figure of Re. 1-8-0, and a normal price also of Re. 1-8-0. Prices in the districts which supply the Moulmein and Bassein markets are to some extent independent of Rangoon prices. In Moulmein, the short crop in Amherst and Thaton led to the record price of Rs. 160 for one hundred baskets of unhusked rice being at one time paid, and the harvest price per maund was Rs. 2-5-0, against Rs. 2 in 1909-10, and a normal price of Rs. 2-1-0. In Bassein, though the European firms combined to keep prices down, the competition of native concerns outside the combination rendered the attempt ineffective, and the maund price rose from Re. 1-9-0 in the previous year to Rs. 2-2-0, the normal price being given as Re. 1-15-0. Stocks of unhusked rice held up in the districts at the close of the year (June 1911) are believed to have been less than in the preceding year, and there has been an extraordinary rise in price since.

The final cotton forecast estimated the outturn of cleaned cotton at 30,000 bales of 400 pounds, against the previous year's estimate of 32,343 bales, that in turn being nine per cent. below the average of the previous five years. All the district estimates fell below the normal, except that of the Lower Chindwin. The harvest price per maund of uncleaned cotton at Myingyan was Rs. 10-5-0, against Rs. 6-12-0 in the previous and Rs. 4-11-0 in a normal year.

The forecast of the groundnut crop relates to six districts in which the crop is large. The final forecast for 1910-11 was 47,500 tons, against 61,000 in the previous year, which in turn was 37 per cent. below the average of the previous five years. The harvest price per maund at Magwe was Rs. 4-1-0, against Rs. 3-9-0 in the previous and Rs. 3-5-0 in a normal year; at Myingyan it was Rs. 5-2-0, against Rs. 4-2-0 in the previous and Rs. 4-1-0 in a normal year.

The prices of the generality of other crops were also higher, sesamum, red millet and white millet sharing in the improvement. Red beans fetched a lower price, and tobacco was at much the same level as in 1909-10.

Horticulture.

105. There are two Horticultural Societies in the Province. The Agri-Horticultural Society of Burma ended the year 1910 with 246 members, an increase of seven over the numbers for 1909. The receipt of exceptional sums in that year, combined with an increase in 1910 in the expenditure on the garden at Rangoon, and the disbursement of special items of expenditure, reduced the balance at credit of the Society from Rs. 5,500 to Rs. 1,600 at the close of the year of report. The scheme of improvement to the Society's land has been accepted by the parties concerned, and new deeds of the land were completed during the year. A better supply of water is anticipated in future years. The Society held a Show of Flowers, Vegetables, Economic Products and Poultry in January 1911, just after the close of the year of report. Many of the leading mercantile firms of Rangoon exhibited, in addition to the Forest and Agricultural Departments of Government: the growth of public interest in the Exhibition is shown by the fact that the visitors numbered more than three times as many as had ever before attended the Show.

Agri-Horti-
cultural
Societies.

The Tenasserim Agri-Horticultural Society, after being dormant for four years, was revived in the year of report. The old rules were adopted, with modifications. The Society, which now has fifty-five members, held a Show in January 1911. There were exhibits in almost every class and, apart from flowers and vegetables—the main objects of the exhibition—there were stalls illustrative of the rubber industry and of the handicrafts of mat-weaving, ivory carving and silver working.

Forests.

106. The re-organization of the Provincial Forest Service was sanctioned and came into effect from the 1st of March 1911, within the year covered by the Departmental report. The scheme provides a time-scale of pay, and greatly improves the prospects of that branch of the Department. The Forest School was removed from Tharrawaddy to Pyinmana. The Mansi Subdivision of the Upper Chindwin Forest Division was formed into a separate Division. At a conference of the Chief Conservator and Conservators, uniform standing orders were laid down for girdling, demarcation, hammer-marks and the marking of timber, over the whole Province.

Administra-
tion.

107. The area of new reserves finally notified was 381 square miles, of which three hundred square miles fell within the Minbu Forest Division of the Southern (Forest) Circle. Thirteen square miles, including the area of the Mergui Rubber Plantation, which was sold by Government during the year, were disafforested. The area of reserved forest private rights within which were finally determined by the process of Forest Settlement, was 366 square miles. In the preceding year 2,063

Forest Re-
serve,
operations
of survey
and settle-
ment, and
working
plans.

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

square miles had been notified as reserves and 1,313 square miles had been settled. The area awaiting settlement at the close of the year of report was 656 square miles. The cost of settlement was Rs. 24,800, as compared with Rs. 21,800 in the previous year. The total length of boundaries increased from 22,705 to 23,740 miles: the length remaining to be demarcated at the close of the year was 1,018 miles, nearly the whole falling within three Divisions of the Southern Circle. New demarcation was effected along 915 miles of boundary. A survey on the 2-inch scale of 187 square miles of reserves, or proposed reserves, was carried out by the Survey of India Department in the Bhamo and Myitkyina Divisions, but survey still lags far behind reservation, the area of reserves not yet topographically surveyed amounting to no less than 12,388 square miles.

Three working-plan parties were employed during the open season, one each in the Pegu, Northern and Southern Circles. In the last-named Circles the field work was completed for 300 and 242 square miles respectively by a special officer, and the Divisional Forest Officer carried out the field-work required for 179 square miles in the Ruby Mines Division. A plan for an area of 184 square miles in the Myittha Division was sanctioned. The Provincial area under sanctioned working-plans amounted to 7,425 square miles at the close of the year, and plans for 2,415 square miles were under preparation or awaiting sanction. More than sixteen thousand square miles of reserved forest await plans, but a great deal of this enormous area does not at present require regular working-plans, whilst most of the teak-bearing regions included within it are already exploited according to a scientific scheme of girdling. Lack of establishment or labour, or both, made it as in past years impracticable to carry out in their entirety the works of improvement projected in sanctioned working-plans.

Preservation
of the
forests.

108. In the Pegu Circle the felling of trees less than three feet in girth for fuel for steam-boats was prohibited in the area between the Rangoon-Prome Railway and the Irrawaddy River in the Tharrawaddy District. The prohibition of shifting cultivation was applied to a further area of 86 square miles in the Ruby Mines District, and the felling of the unreserved kinds of trees and their conversion into charcoal and fire wood were forbidden in 260 square miles of the Sagaing District. Fire protection was attempted over 7,466 square miles of forest land, of which 278 square miles were, in the event, burnt. The area under protection declined by 261 square miles as compared with the preceding year, protection being abandoned over some areas in the Pegu and Northern Circles. The year was unfavourable to protection in the forests of Lower Burma, where the dry season was protracted; in the Northern Circle early rains led to the opposite result, of a season practically entirely free from fires. The cost of operations over the Province fell from three to 2½ lakhs of rupees. The number of offences against the Forest law increased from 3,494 to 3,831, all the chief categories except unauthorized grazing showing advancing figures. The increase in the number of unauthorized fellings—especially in the Pegu Circle—was large. The Departmental review ascribes the increase to the entertainment of larger establishment rendering detection better. More cases were disposed of by the Courts, and the percentage of conviction rose from eighty to 85. More cases were compounded than in the preceding year.

Improvement
of the
forests.

109. The expenditure on new roads and buildings was Rs. 91,000 against Rs. 58,000 in the earlier year. Eighty miles of cart-road and 541 miles of bridle-path were constructed, the figures of 1909-10 having been 95 and 464 miles respectively. On new buildings a sum of Rs. 1,17,000 was expended, this figure falling slightly below that of the preceding year: a quarter of a lakh was devoted to the provision of houses for subordinates. Repairs to existing buildings cost more than half a lakh. The area of regular teak plantations was not increased. One hundred and twenty-one acres were added to the Mergui Rubber Plantation, which was ultimately disposed of to a Company. More than six hundred acres

of new teak *taungya** plantation were formed. Over half a lakh was devoted to improvement fellings, the area within which these operations were carried out amounting to 85,465 acres. The area was a little less and the cost Rs. 9,000 greater than in 1909-10.

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

110. The number of teak trees girdled, 112,523, was practically the same as in 1909-10: 76,901 of the total grew within reserves. The tonnage of teak timber extracted by Government agency—this method of working is of chief importance in the Pegu Circle—declined by some 2,000 to 47,704, but purchasers extracted 262,083 tons, or approximately 28,000 more than in 1909-10, owing to the efforts made by them to get out as much timber as possible during the currency of the old leases, many of which lapsed at the end of 1910. The price of teak ruled generally high, the average realized at the Government auctions at Rangoon being Rs. 83-3-7, or nearly five rupees per ton better than in the preceding year. Nearly the whole of the extraction by purchasers was effected by lessees, and the average royalty realized by the State was Rs. 19-11-1 per ton.

Exploitation
of teak.

111. The tonnage of other kinds of reserved wood extracted rose from 71,529 to 78,626: unreserved wood was removed to the extent of 248,000 against 237,000 tons: and fuel extractions rose from 326,000 to 343,000 tons. The extractions of *pyinkado* (*xylicia dolabriformis*) amounted to 48,543 tons.

Other kinds
of wood.

112. The financial results are noticed in Chapter V, in the section entitled *Sources of Imperial Revenue other than the Land*.

Finance.

113. Field operations—which were conducted in three places in the Ruby Mines District—were successful, and resulted in the taking of 219 elephants. There was, however, no improvement in the health of the animals captured, of which no less than 180 died during the year. A severe outbreak of cholera visited the hunting-party while the last drive was in progress, and sixty-one men died. The result of the hunting operations was a loss of nearly one and a half lakhs of rupees, and since the close of the year the operations of the Department have been closed.

The Khod-
dah Depart-
ment.

Mines and Quarries.

114. No new mines within the scope of the Indian Mines Act were opened in the calendar year 1910, and the same four mines as in 1909 are dealt with in the reports, namely, the Ruby Mines, in the district of that name, the Sagadaung galena mine in the Mandalay District, the Burma Development Syndicate's tin mine at Maliwun in the Mergui District, and the Mount Pima Mining Company's galena mine in the Yamethin District. The Mount Pima undertaking was in financial difficulties during the year and has gone into liquidation, and mining on a substantial scale is represented by the Ruby Mines only. Malaria was prevalent at the Maliwun mines. Women were employed at the Mount Pima and Sagadaung mines, where the health of all workers and conditions in general were reported to be satisfactory. No children were employed at any of the mines. Two fatal accidents occurred at the Ruby Mines.

The Indian
Mines Act.

115. An appreciation of the extraordinary activity in the search for paying mineral deposits which characterized the year 1910-11 can be gathered from the number of applications made for prospecting or exploring licenses or mining leases. Excluding the number of applications—no doubt comparatively few—which were disposed of in the same quarter within which they were received, the number of applications filed rose from 262 to 1,224. The number disposed of rose from 174 to 821. The pending file contained 796 cases at the end of 1910-11, against

New conces-
sions.

* *Taungya*, cultivation on hill-sides.

CHAP. IV.—
PRODUC-
TION AND
DISTRIBUTION.

154 at the end of the preceding year. The search for most of the different metals spread. Applications to search for, or work petroleum rose from sixty to 188: gold, from 36 to 59: tin, from 32 to 48: wolfram, from fourteen to 67. Minerals generally, or minerals in general but excluding oil, were mentioned as the object in view in 890 applications. Out of the 1,224 applications received during the year and appearing on the quarterly pending lists, all except 24, which were for the grant of mining leases, and 27, which were for the grant of exploring licenses, were for license to prospect. The special feature of the year was the concentration of activity in the southernmost littoral districts. No less than 738 applications were received in the Tavoy District, the number received within and appearing on the pending list for one quarter alone, the last of 1910, being 281. Activity in this district, though it grew rapidly, was the continuation of a phase of the preceding year: but the fever spread during the year to the Mergui District, where the applications increased from three in the first, and one in the second, to 126 in the third quarter of 1910-11. Most of the applications made in Tavoy and Mergui were to prospect for minerals other than oil. In the central, oil-bearing region the search for petroleum continued. The applications which were filed during 1910-11 and came on to the pending lists numbered fifteen in the Magwe, 53 in the Pakòkku, and nineteen in the Myingyan District, and most of these related to petroleum.

Petroleum.

116. Nevertheless, the yield of petroleum over the Province fell from 230 to 211 million gallons, the output in the Magwe District, where are situated the Yenangyaung wells, falling from 187 to 175: in the Myingyan District, which contains the Singu field, from 37 to 31½: and in the Pakòkku District, which contains the Yenangyat wells, from six to five million gallons. The Mizbu District, which yielded nothing in 1909, produced 18,320 gallons in the year of report, and it is stated that new wells have been struck in the Singu field. Little progress was made in testing the new field at Sabe in the Pakòkku District, and the Yenangyat field is, it is stated, becoming exhausted. The same report is made of the Yenangyaung field. Drilling operations increased in this field and a new undertaking, the British Burma Petroleum Company, came into existence, whilst the Aungban Oil Company went into liquidation. The Nath Singh Oil Company have built a refinery in the field, but no oil has yet been refined. Prospecting operations in the Thayetmyo District have not yet proved successful.

Gold.

117. Gold is worked sporadically after native methods in several districts, but the outturn is insignificant. Three districts only, Myitkyina, Katha and Pakòkku, returned figures for 1910, and the provincial total of gold won fell from 8,473* to 5,996 ounces. The Myitkyina production fell from 8,445 to 5,972 ounces: the Burma Gold Dredging Company had a less successful year and no royalty was paid by them. The Shweli Gold Dredging and Mining Syndicate in the Ruby Mines District was inactive.

Rubies.

118. The Ruby Mines Company experienced a bad year, the profits amounting to £1,090 only. The value of the rubies produced was returned at Rs. 8,36,562, against 9½ lakhs in 1909. Sapphires of the value of Rs. 17,000 and spinels worth Rs. 8,500 were also found. The ruby market remained lifeless and the Company's total sales declined from £55,443 to £51,189. Royalties collected from native miners within the ruby-bearing region rose from Rs. 1,41,928 to Rs. 1,47,540. These royalties are collected by the Company but credited to Government, under an arrangement by which the Company is allowed to postpone payment of its arrears of rent due to Government. The arrangement has been extended for a term of three years longer. The Nanyaseik mines in the Myitkyina District remained deserted.

* Corrected figures.

119. The Taungbalaung copper mines in the Myitkyina District were worked during the year; 290 tons of ore, valued at Rs. 8,693, were produced, and Rs. 791 was paid as royalty to Government. No copper was worked in the preceding year. No other district reported any production of copper. Jade weighing 1,908 cwts. and valued at approximately two lakhs of rupees was produced at the Tawmaw mines in the Myitkyina District, as compared with 2,487 cwts. in 1909. The stratum declines, and winning becomes harder each year. The Pagan and Mamón mines in the same district were worked, but there were no rich finds. Sixty-three cwts. of amber came into the district from the Hukong valley in unadministered territory, against 31 cwts. in 1909, but the reported value was slightly lower. No tourmaline was worked in the Ruby Mines District. The provincial extraction of galena, from the Tawmaw District and the Southern Shan States, was 680 tons, valued at Rs. 22,000, against 2,463 tons, valued at Rs. 8,400, in 1909. The Mount Pima Mining Company ceased to extract at the end of November 1910. The production of tin ore from the Mergui District was 2,175 cwts., valued at more than two lakhs of rupees, against 1,665 cwts., valued at less than 1½ lakhs, in 1909. The Burma Development Syndicate were more active, and exported some 44 tons from their mines at Maliwun. Nine hundred and seventy-five tons of silver-lead ore, valued at Rs. 43,000, and 29,535 tons of lead slag, valued at more than 24½ lakhs of rupees, were produced in the Northern Shan States, against 5,888 tons valued at eleven lakhs in the preceding year, the increase being due to the activity of the Burma Mines Company at Bawdwin. The total production of wolfram ore was 7,890 cwts., valued at 5½ lakhs of rupees. None was reported in the preceding year. Wolfram is being keenly prospected for in the Tavoy and Mergui Districts; the bulk of the year's output came from the former district, which reported 7,230 cwts. valued at 5½ lakhs. Iron ore to the amount of 18,782 tons, valued at Rs. 6,456, was produced in the Mandalay District, against 7,480 tons valued at Rs. 2,571* in the preceding year. The ore is extracted by the Burma Mines Company.

Chart IV.—
Production and
Distribution
Other mine-
rals.

120. The approximate amount, in thousands of tons, and value of the various mineral stones, etc., quarried during the year 1910 were—clay, 490, valued at three lakhs of rupees; sandstone, 98, valued at Rs. 1,13,000; limestone, 233, valued at two and a quarter lakhs; laterite, 251, valued at Rs. 3,11,000; gravel, 101, valued at three-quarters of a lakh; granite, 151, valued at 2½ lakhs; trap, 14, valued at Rs. 17,000; and one hundred and fifty-three tons of slate valued at Rs. 1,224. These figures, both of amount and value, vary—in some cases enormously—from the figures reported for 1909. This is perhaps due to the introduction of a new form in which to report the figures having led to greater care in scrutinizing them. In the Hanthawaddy District the quarrying of laterite largely increased, in order to meet the demands of the Railway Company, the Rangoon Municipality, and the Public Works Department. In the Thaton District the quarrying industry also expanded rapidly, an apparent diminution in output being due to incorrect reporting for the previous year. The outturn of granite from the island of Kalagauk in the Amherst District, for use in the Rangoon river-training scheme, rose from 57,000 to 104,000 tons.

Quarry
stones and
clay.

121. The receipts from fees, rents and royalties on petroleum, rubies, jade and amber rose for the Province from Rs. 28,71,928 to Rs. 29,26,605, the increase of over half a lakh of rupees bringing the total collection to the highest figure on record. The receipts in the Magwe District declined by nearly a lakh of rupees, to Rs. 20,38,806, whilst there was an increase of more than a lakh from the Myingyan District. In the Ruby Mines District the direct credit to Government of the royalties received from native miners by the Ruby Mines Company accounts for an increase of Rs. 37,802. A small advance in the Myitkyina District is accounted for by the higher price paid for the right to collect royalty on jade-stone and amber. The fees, rents and royalties on other minerals than

Revenue
from mines
and quarries

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

those mentioned rose by nearly half a lakh, to Rs. 1,19,042, the highest figure yet recorded. There was an increase of Rs. 45,335 from the Tavoy District, reflecting the activity of the mining industry there. A decline of Rs. 9,844 in the Myitkyina District was due to suspension of the royalty paid by the Burma Gold Dredging Company.

Manufactures.

Principal
Industries.

122. According to the Census of 1901, now more than a decade old, rice-mills supported over 41,000 people, of whom four-fifths were workers, and saw-mills 8,000, of whom three-fourths were workers. Of the home industries, cotton-weaving and spinning were the most important, supporting nearly a quarter of a million persons: over ninety per cent. of the actual workers were women. Until the figures of the Census of 1911 appear, it cannot be said what modifications the decennium has witnessed in the distribution of industrial activity. In Rangoon Town, where are the majority of factories, *vide* the next paragraph, the chief industries are the milling of rice, the cutting of timber, refining earth oil, bone-crushing, the manufacture of cigarettes, and foundry work in iron and brass. The Hanthawaddy District contains the chief centres of the oil-refining industry, at and in the neighbourhood of Syriam. Refining on a very small scale continued to be carried on in the Shwedaung Township of the Prome District during the year. The reports, which do not, however, pretend to be exhaustive, mention the mat-weaving industry in the Ma-ubin District—where are produced *thinbyu* mats of fine texture and appearance—and in the Hanthawaddy and Shwebo Districts, silk-weaving and the pottery industry in the Shwebo and Mandalay Districts, the making of shoes and umbrellas in the latter, and of carts and cart-wheels in the former, and the *ngapi* (preserved fish) and cigar industries, the former being a main industry at Yandon and the latter at Danubyu and Yandon Towns in the Ma-ubin District.

Factories.

123. The factories falling within the scope of the Indian Factories Act are found in fourteen districts, all of Lower Burma. The number increased from 289 in 1909 to 301 in 1910: one steam dockyard, one soap factory, and one tramway concern with steam power fell out of the list, whilst three iron and brass works, one lac factory, one petroleum refinery, one rice-mill, one rope factory, one saw-mill, one sulphuric acid factory, one dockyard (without steam power), two oil-mills, one printing press, one tobacco factory and one tramway undertaking (without steam power) were added to it, the sulphuric acid and tobacco factories and the lac refinery being ventures of a new kind. The reports mention a project to start a factory for the reduction of plantain fibre in the Henzada District. Out of the total number of factories in Lower Burma, 131 are in Rangoon Town, 36 in the Amherst and 26 in the Hanthawaddy Districts. The most numerous classes are rice-mills (165), saw-mills (83) and iron and brass works (twelve). Rangoon Town increased its number of factories by seven, Hanthawaddy by four, and Tharrawaddy by four during the year, whilst three factories in the Toungoo District closed down. Twenty-one of the 301 factories did not work during the year. The average daily number of operatives rose from 43,998 to 45,264, the number of females—chiefly found in the Rangoon, Prome and Bassein factories—rising from 894 to 999, whilst the children employed fell from 593 to 374. Boys are employed in the Rangoon and Hanthawaddy, and girl-workers in the Thayetmyo factories. The sanitary arrangements remained much as in previous years; in the mills themselves they are generally fairly satisfactory, but the coolie lines in the large towns are frequently insanitary. A model form of coolie barracks for Rangoon has not yet been devised, owing to the difficulty of designing a building on sanitary lines and not at an undue cost. The general health of operatives was good, except in Bassein, where there were outbreaks of plague and cholera, the latter due to the coolies drinking river water. A scheme to supply the town with water has been prepared. The wages of unskilled labour in factories remained much the same, coolies and porters receiving in rice-mills in Rangoon Rs. 15, in foundries

Rs. 14, and in saw-mills Rs. 12. In some places it is stated that the demand from the factories makes it difficult for other employers to engage unskilled labour. The protection of machinery is reported to be generally adequate. The question of saw-guards was considered, but it was found to be impracticable to prescribe any standard pattern. Accidents decreased from 362 to 335, but fatal and serious accidents rose from 138 to 146. With the exception of accidents from saws in Rangoon, the casualties were nearly all due to carelessness. There were two prosecutions during the year; in both, fines were imposed.

CHAP. IV.—
PRODUCTION
AND DISTRI-
BUTION.

Trade.

124. The total value of the sea-borne imports and exports of Burma, both foreign and coasting, for the year 1910-11 advanced by 285 lakhs, or 5·18 per cent., to 5,794 lakhs of rupees. As compared with an earlier year, excluding from both years the transactions in Government treasure, the aggregate of 5,594 lakhs was 91 lakhs below the figure of the record year, 1907-08. The Rangoon Currency Office now holds sufficient reserves to finance the rice crop of Burma, and Government currency notes are also circulating more freely. The returns for 1910-11 reflect this in the amount of treasure moved, which was much below the quinquennial average up to 1907-08.

Maritime
trade: total
values and
revenue.

The total value of the foreign trade, excluding a trifling sum on account of Government transactions, was 3,199 lakhs, or 488 lakhs more than in 1909-10, a percentage increase of no less than eighteen. There was a slight decline, from 1,102 to 1,093 lakhs, in foreign imports, owing to the heavy speculative transactions of 1908-09, but a large increase in exports, which advanced from 1,607 to 2,105 lakhs: this was mainly due to rice being diverted from the coasting to the foreign trade. Imports of piece-goods, apparel, and oils improved, but machinery, metals and their manufactures, and tobacco fell off. Old stocks in the Province have, it is stated, now been cleared and the import trade begins to show signs of improvement. Of the staple articles of export, raw cotton alone declined, and increases were recorded under wood, raw hides, lead, cutch, paraffin wax and mineral oil.

The total value of the coasting trade, excluding Government transactions, which are largely exports and imports of treasure, fell from 2,654 to 2,347 lakhs: imports improved generally, and the diminution was in exports, which fell by 365 to 1,346 lakhs. The reason was the diversion of the rice trade mentioned above.

The departmental report refers to the existence during the year of trade depression resulting from unsuccessful speculation, but anticipates no enduring or widespread effects. Remunerative prices were obtained for the rice crop, which is always the ruling factor in the trade of Burma. Rangoon, the chief port of the Province, took 83 per cent. of the total private trade, against 80½ in 1909-10: 85 per cent. of the foreign, and 78 of the coasting, trade went to the chief port. The relatively small remainder was shared between eight subordinate ports, of which Moulmein, Akyab and Bassein alone enjoyed percentages exceeding unity, Tavoy, Mergui, Kyaukpyu, Victoria Point and Sandoway, in that order, contributing fractional figures only. The balance of the value of exports over imports, excluding the figures of Government transactions, rose from 1,274 to 1,357 lakhs: in Rangoon, it rose from 828 to 980 lakhs.

The net amount of customs duty, inclusive of the duty on imported salt, rose by twenty per cent., from 150 to 180 lakhs of rupees. The enhanced taxation under Act VIII of 1910 (amending the Indian Tariff Act) was responsible for increases of 2½ lakhs from imports of liquor, 5½ lakhs from tobacco, and half a lakh from petroleum. Though there was a decline in the value of the foreign import trade, duty levied on general merchandise advanced by a lakh, in consequence of smaller importations of duty-free articles. The import duty on salt remained stationary at 17½ lakhs. Receipts from export duty rose by 21½ lakhs, owing to the diversion of the rice trade to foreign ports. The collections in Rangoon formed 96 per cent. of the total revenue, as compared with 95 per cent. in the previous year. The total receipts on account of subordinate ports aggregated 26½ lakhs only.

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

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The total value of the coasting trade, excluding Government transactions, which are largely exports and imports of treasure, fell from 2,654 to 2,347 lakhs: imports improved generally, and the diminution was in exports, which fell by 365 to 1,346 lakhs. The reason was the diversion of the rice trade mentioned above.

The departmental report refers to the existence during the year of trade depression resulting from unsuccessful speculation, but anticipates no enduring or widespread effects. Remunerative prices were obtained for the rice crop, which is always the ruling factor in the trade of Burma. Rangoon, the chief port of the Province, took 83 per cent. of the total private trade, against 80½ in 1909-10: 86 per cent. of the foreign, and 78 of the coasting, trade went to the chief port. The relatively small remainder was shared between eight subordinate ports, of which Moulmein, Akyab and Bassein alone enjoyed percentages exceeding unity, Tavoy, Mergui, Kyaukpyu, Victoria Point and Sandoway, in that order, contributing fractional figures only. The balance of the value of exports over imports, excluding the figures of Government transactions, rose from 1,274 to 1,357 lakhs: in Rangoon, it rose from 828 to 980 lakhs.

The net amount of customs duty, inclusive of the duty on imported salt, rose by twenty per cent., from 150 to 180 lakhs of rupees. The enhanced taxation under Act VIII of 1910 (amending the Indian Tariff Act) was responsible for increases of 2½ lakhs from imports of liquor, 5½ lakhs from tobacco, and half a lakh from petroleum. Though there was a decline in the value of the foreign import trade, duty levied on general merchandise advanced by a lakh, in consequence of smaller importations of duty-free articles. The import duty on salt remained stationary at 17½ lakhs. Receipts from export duty rose by 21½ lakhs, owing to the diversion of the rice trade to foreign ports. The collections in Rangoon formed 96 per cent. of the total revenue, as compared with 95 per cent. in the previous year. The total receipts on account of subordinate ports aggregated 26½ lakhs only.

125. The aggregate foreign and coasting sea-borne trade of Rangoon, excluding Government transactions, rose from 4,322 to 4,586 lakhs. Foreign imports fell from 1,080 to 1,066 lakhs, whilst imports coastwise rose from 665 to 736 lakhs. Foreign exports rose largely, from 1,206 to 1,693 lakhs, whilst exports coastwise fell largely, from 1,368 to 1,090 lakhs. The foreign trade represented sixty per cent. of the whole value, as against 53 per cent. in the previous year. Out of the seven groups into which imports are divided, the year showed a decline under five and an increase under two only, namely, those comprising mineral oils and textile fabrics. Increases were recorded under all the groups of exports, the largest accruing in the category of articles of food and drink and reflecting the heavier shipments of rice.

126. Manufactures of cotton, metals, provisions, silk and its manufactures, sugar, hardware and cutlery, machinery and mill work, apparel, liquors and manufactures of wool were, in that order, the chief import into Rangoon from foreign countries. Of the remaining kinds of articles, parts of ships imported, which had in previous years contributed to a high absolute and average figure, fell by 28½ to four lakhs: the figures of the two preceding years had been swollen by large imports of oil-carrying boats, for which there has not yet arisen sufficient employment. Drugs, medicines, and narcotics declined from 25 to eleven lakhs. Imported matches, which are mainly of Japanese origin, also decreased: a local match factory with up-to-date machinery has been established in Rangoon and is prospering. Chemicals advanced by nearly one lakh, sulphuric acid being the principal item, but a factory for the manufacture of this and other chemicals was established during the year and a decline in imports may be expected. Oils increased from ten to sixteen lakhs, and carriages and carts by three lakhs, the latter heading reflecting the growing use of motor cars and motor cycles.

The aggregate value of the foreign and coasting imports of cotton manufactures into Rangoon increased by sixty lakhs, or seventeen per cent., partly as a result of the higher prices ruling at home in consequence of reports of a short American crop, and partly on a revival of demand following a year of depression. It is believed that the large stocks carried over from 1908-09 have now been absorbed. The enhancement was shared both by the foreign and coasting trade. In the foreign trade, imports of twist and yarn from the United Kingdom rose by four per cent. in weight and fifteen per cent. in value, whilst imports from other countries declined. Piece-goods imported rose in value by seventeen per cent.; the United Kingdom contributed 81 per cent. of the total quantity, an increase on the figures of 1909-10, Holland, with fifteen per cent. followed, as in the previous year. Twist and yarn, imported coastwise, rose by ten per cent. in weight and by eleven lakhs in value, and piece-goods to the value of 57 lakhs, or twelve lakhs more than in 1909-10, came in coastwise, Bombay supplying almost one-half of the total quantity, and Madras and Bengal sharing the remainder.

Iron and steel comprise the chief imports of metal, of which the total imports fell by fourteen lakhs. Wrought and unwrought iron declined by eighteen lakhs, the diminution being greatest in pipes and tubes, sheets and plates. It is ascribed in part to the oil refineries sending smaller orders for tinned iron sheets for the manufacture of kerosene oil cans. Steel on the other hand rose by six lakhs, and this is ascribed to activity in oil-boring operations, which require steel pipes of different sorts. According to the countries of shipment, the import of metals from the United Kingdom has fallen from 97 to 67 lakhs in the last three years, whilst the United States have improved their supplies from eighteen to 26 lakhs.

Provisions imported declined by nine lakhs, the chief items being dry and wet salted fish, of which ample local supplies were available. Silk declined by 6½ lakhs, imports of raw silk from the Chinese Treaty Ports falling by five lakhs, in consequence of heavy stocks held and, in part, of the high prices ruling in China. Silk piece-goods imported from Japan also showed a marked decline. Sugar declined by five lakhs, or eleven per cent., both in quantity and value: heavy stocks held are stated to be responsible for the fall. Java increased her share of

the supply from 87 to 89 per cent., Hongkong being the only other important contributor. Hardware and cutlery improved by five lakhs, the enhancement accruing under most of the subordinate headings. The figure for 1910-11 was little below that of the record year, 1908-09. The United Kingdom retains the chief share in this market, though her absolute contribution was less, and her percentage markedly less, than in 1909-10. Machinery and millwork (excluding Railway machinery) diminished by twelve lakhs, chiefly in consequence of the figures of 1909-10 reflecting large orders for the Rangoon Port Trust wharves and the Rangoon Municipality. The United States increased their percentage of the trade, at the expense of the United Kingdom. Imports of apparel, excluding hosiery, rose by 10½ lakhs or 36 per cent., the enhancement being ascribed to depletion of stocks and accruing under most of the subordinate headings. The United Kingdom commands this market, but some of the headings disclose a falling percentage.

Imports of liquor fell in value by a lakh of rupees, the decline being common to beer, all spirits intended for drinking purposes, and all the sorts of wine except champagne. In quantity, the total decline in import of spirits amounted to sixteen per cent., brandy receding by eighteen, gin by 37, and rum by fifty per cent., but the increased prices demanded by distillers reduced the decline in value to four per cent. only. The decline was due to an increase in the rate of duty, from Rs. 7 to Rs. 9-6-0 per proof gallon. There was a heavy fall in the clearances of spirits for consumption.

Imports of wool rose by 2½ lakhs, a decrease of three lakhs under carpets and rugs being met by an increase of 5½ lakhs under woollen piece-goods. Imports of dutiable silver into Rangoon are usually negligible, and the imposition of the duty of four annas per ounce has had no effect on the revenue.

127. Rice, husked and unhusked, mineral oils, wood and its manufactures, rice-bran, raw hides and skins, grain and pulse (other than rice), pig lead, raw cotton, and cutch were, in that order, the chief exports from Rangoon to foreign countries. The outstanding features in the rice trade of 1910-11 were a weaker demand from India, consequent on good crops there: heavier shipments to foreign ports: and higher prices, both for unhusked rice (paddy) and husked rice. Foreign exports rose by 24, whilst shipments coastwise fell by 46 per cent. As compared with 1909-10, the foreign export of rice of both kinds rose in value by no less than 420 lakhs, and the total exports (foreign and coasting) were in weight only some 345,000 hundredweights below the record year 1907-08. More than three million hundredweights were shipped to Bombay, it is believed for reshipment largely to East Africa. Java, the Straits Settlements and Japan participated in the increased exports to foreign countries. The demand from the Straits Settlements appears to be increasing, and the returns show advancing exports to Egypt, but probably at least one-half of the shipments to that country were ultimately consigned to European countries. Exports of rice bran rose in value by 1½ lakhs, and the returns disclose a steady increase in the production of this commodity.

Mineral oils were exported to foreign countries to the value of 29 lakhs more than in 1909-10; this figure represents a decline of two lakhs in the exports of kerosene, and increases of fourteen lakhs in the exports of paraffin wax and of seventeen lakhs in the value of other sorts of oil, e.g., benzine. Of the varieties classified as 'other sorts of oil,' the bulk of the exports diminished, but values rose largely. The opposite tendency appears in the figures of export coastwise: kerosene to the value of 65 lakhs more than in 1909-10 was shipped to Indian ports, whilst the improvement in exports of paraffin wax and other sorts of oil coastwise together amounted to five lakhs only. The figures reflect the continued activity of the Burma refineries. The reduction in the foreign exports of kerosene suggests that supplies of Burma oil were not sufficient for both the Indian and Far Eastern markets.

Wood and manufactures of wood were exported to foreign countries to the value of 25 lakhs more than in 1909-10, and the coasting trade added six lakhs to this figure. The year was one of large exports of teak, increases being shown against all important markets. The bulk of the foreign shipments went to

Rangoon
trade:
foreign
exports.

CHAP. IV.—
PRODUCTION AND
DISTRIBUTION.

the United Kingdom, and railway construction in South Africa and Victoria helped to enhance the total. The coasting trade, although it grew less than the foreign trade, still accounts for more than twice the bulk of the foreign exports.

Exports of hides and skins to foreign countries rose by eight lakhs, owing to better prices offered by the European and Levant markets, Italy taking the largest supplies. Coastwise shipments of raw hides, mainly to Bombay, advanced in value from three to six lakhs. Under the heading *Grain and pulse*, pulse advanced by 51 per cent. in quantity and 43 per cent. in value, most of the crop going to the United Kingdom. Pig lead again advanced largely, the exports rising in value by 14½ lakhs: practically all shipments went to the United Kingdom. Exports of raw cotton fell by 21 lakhs, the figure being the smallest on record since 1904-05. The decline from the figure of 1909-10 amounted to 57 per cent., and is attributed to a poor crop and depleted stocks. The figures of export coastwise advanced by 7½, to sixteen lakhs, practically the whole being appropriated by Bengal. Exports of cotton seed to foreign countries fell by five lakhs and there was no compensating improvement in the coastwise trade. The trade in cutch revived, exports to foreign countries improving in value by ten, and coastwise exports by two lakhs. The United Kingdom absorbed 61 per cent. of the foreign exports, Holland and France taking most of the remainder. The value of groundnuts exported to foreign countries rose slightly, but coastwise exports fell by seven lakhs, owing to sesamum and other crops taking the place of groundnut. Exports of lac to foreign countries rose by one lakh, and exports coastwise by four lakhs. The increase was due to an abnormal rise in the price of shellac in London inducing local dealers to buy up all available supplies for shipment to the refineries at Calcutta.

Rangoon
trade:
British
share.

128. Of the imports from foreign countries to Rangoon, the share given by the United Kingdom declined from 57½ to 55 per cent., and the British Empire contributed 65½ per cent. against 68½ per cent. in 1909-10. Of the exports to foreign countries, the United Kingdom took 21 against 23½ per cent., and the British Empire 46, against 48 per cent. in the earlier year.

Rangoon &
coasting
trade.

129. After two abnormal years, in which large supplies of rice were drawn from Burma to India, the total value of the coasting export and import trade of Rangoon fell in 1910-11 to 1,827 lakhs, a decline of ten per cent. from the figure of the preceding year. The value was nevertheless more than 23 per cent. in excess of the average of the quinquennium ending with 1907-08. There was an advance in imports, the total value, exclusive of silver, improving by 77 lakhs. Exports fell off by 278 lakhs, a decline of 373 lakhs under rice and an improvement of 71 lakhs under mineral oils contributing to the net result. Manufactures of jute and cotton, cotton twist and yarn, oils, and seeds were the chief imports that improved: of the exports, mineral oils, wood and its manufactures, raw cotton and candles showed increased totals.

Subordinate
ports.

130. The total value of foreign imports rose by four, to 25 lakhs. There was an improvement in the foreign import trade of Moulmein, which rose by three, to sixteen lakhs, and the Tavoy, Mergui and Victoria Point figures, though still inconsiderable, expanded with the activity of the mining and planting industries on the Tenasserim Coast. Bassein had no import trade. Foreign exports rose, over all subordinate ports, by twelve, to 412 lakhs: Akyab improved by 31, whilst Bassein declined by 21 lakhs; the bulk of the trade, however, fell to Bassein with 191 lakhs. Wolfram, tin and rubber are among the exports from Mergui and Tavoy which may be expected to rise in future years.

The coasting trade of the subordinate ports, in the aggregate of exports and imports of merchandise, declined from 566 to 489 lakhs, owing mainly to diminished exports of rice to India.

Transfrontier
trade: general
remarks.

131. The form of the departmental report makes it impracticable in some cases to compare the figures of 1910-11 with those of 1909-10. In the triennial period ending with the former year the Trade Registration Department was reorganized and twelve new registering offices were opened, bringing the total

to 41. The recommendations of the Committee on Indian Trade Statistics, so far as they dealt with transfrontier trade, have been fully carried out. The system of collecting and tabulating trade statistics remained unchanged, but separate figures were compiled for several articles the volume of trade in which showed a large increase. The state of the borders was peaceful during the year of report, and the value of imports and exports together rose from 567 lakhs of rupees in 1909-10 to 604 lakhs, an increase of approximately $6\frac{1}{2}$ per cent. The growth accrued both in imports, which rose from 299 to 323, and in exports, which rose from 268 to 281 lakhs, and all the adjacent countries shared in the increase except Northern Siam, where a poll-tax on immigrants has retarded trade, and Karenni. The depression which set in in 1908-09 has passed away, and the figures of 1910-11 under either head are the highest yet recorded. Imports grew in the triennial period to a much greater degree than exports; imports of lead from the Northern Shan States account for half of the increase: the other half is distributed over various heads, ponies, elephants, cigar wrappers, sesamum, pickled tea, fruit, jadestone, black tea, and silver all showing improved figures, whilst there are large falls in stick lac and timber. Exports increased in the triennium by eleven per cent., European cotton piece-goods being chiefly responsible. Other articles of which the export rose were wet salt fish, petroleum, other kinds of oil, apparel, brass, liquor and various kinds of provisions. The export of silk piece-goods, raw cotton—the trade in which has been diverted from Bhamo to Rangoon—woollen goods and silver declined in value.

132. The trade with Western China rose by fourteen lakhs in 1910-11, as compared with the preceding year, both imports ($38\frac{1}{2}$ lakhs) and exports ($51\frac{1}{2}$ lakhs) sharing in the improvement, and the figures of total trade—ninety lakhs—are now better than those of 1908-09. The triennium was a period of transition in this region: the cultivation of the poppy was restricted and the purchasing power of the people temporarily curtailed whilst a substitute for the opium crop was being found. The trade revival in 1910-11 indicates that the people have adjusted themselves to the new conditions. The total increase of trade over the figures of the preceding year amounted to $18\frac{1}{2}$ per cent., imports rising by $25\frac{1}{2}$ per cent., chiefly under raw silk and silver, and exports by $13\frac{1}{2}$ per cent., chiefly in Indian twist and yarn and jadestone. The unsatisfactory nature of the trade route from Nampaung to Têngyüeh receives comment in the reports. The value of the foreign merchandise which passed through the bonded warehouse at Bhamo *en route* for Têngyüeh amounted to $5\frac{1}{2}$ lakhs, the increase of one lakh being chiefly due to an expansion in cotton piece-goods.

Trade with
Western
China.

133. As compared with the figures of 1909-10, the total trade of 1910-11 rose by eight lakhs, or four per cent., to 209 lakhs, a diminution of one lakh in exports being met by a rise of nine in imports. The check in exports ($77\frac{1}{2}$ lakhs) is ascribed in part to the conditions prevailing in Yunnan, which is the ultimate purchaser of much of the merchandise recorded as being exported to the Northern Shan States, and in part to bad harvests. It was shared by most articles except European piece-goods, which rose by two lakhs. Of the imports, ($131\frac{1}{2}$ lakhs) lead, from the Bawdwin mines, rose by eight lakhs, and there were increases under black tea and teak, whilst imports of husked rice and pickled tea declined in value.

Northern
Shan States.

134. The total trade rose from 165 to 185 lakhs and was the largest on record. Imports advanced from 72 to 84 lakhs, an increase of sixteen per cent. over the figures of 1909-10, whilst exports rose by eight lakhs, or nine per cent., to $101\frac{1}{2}$ lakhs. Cattle, elephants, cigar wrappers and silver account for the growth in imports, and more than counterbalanced a fall of three lakhs in teak. Among exports, piece-goods advanced by $6\frac{1}{2}$ and silver by six lakhs, and the only notable decline was in Indian twist and yarns. The construction of a railway to the Southern Shan States will no doubt largely modify the figures of future years.

Southern
Shan States.

135. The total trade of the year (64 lakhs) declined by $6\frac{1}{2}$ lakhs from the figure of 1909-10: there was a fall of six lakhs, or fifteen per cent., in imports,

Northern
Siam.

CHAP. IV.—
PROSECUTION AND
DISCIPLINE.

(33 lakhs) and of half a lakh in exports (31 lakhs). In imports the principal losses were in elephants and teak, whilst the decline affected exports in general, with the exception of silver. The value of teak is stated to have fallen in the triennial period; the extension of the Siamese railway system and the growth of river traffic with Bangkok may also have helped to depress the trade with Burma. The Raheng trade, though a part of the trade with Northern Siam, was prosperous during the year, both exports and imports showing improvement.

Southern
Siam.

136. The total trade rose by $2\frac{1}{2}$ lakhs to nineteen lakhs, imports advancing by two and exports by half a lakh. Silk piece-goods imported advanced by four lakhs, owing, it is stated, to the popularity in Burma of the silk called *polein*. The growth of the total trade during the triennial period has been inconsiderable, and it seems probable that extension of the Siamese railways is affecting the old trade routes.

Korean.

137. The trade of the year (38 lakhs) was practically stationary, both in exports and imports. The teak imported declined both in quantity and value. There was a revival in the export of general merchandise, whilst exports of silver remained stationary.

Public Works.

Administra-
tive and
general.

138. A new Embankment Division, with headquarters at Henzada, was formed during the year, to admit of the Irrawaddy River being systematically studied, and for the purpose of investigating numerous reclamation and navigation schemes. A conference of Chief and Superintending Engineers was held at Maymyo in October 1910. The arrangements which had been in progress for some time for transferring to the Public Works Department all District and District Cess Fund works requiring technical skill were completed in January 1911. Such members of the establishments of the Funds as were pensionable and were well reported on were brought on to the strength of the Department as supernumeraries. The extra work entailed will probably necessitate a redistribution of Circles and Divisions, as the annual expenditure on the two classes of Funds will amount to over twenty lakhs of rupees.

(1) Roads and Buildings.

Finance.

139. The expenditure on Public Works (excluding Irrigation, *see* paragraph 154 *et seq.* below), by the Department during the year 1910-11 exceeded one hundred lakhs of rupees, the increase over the figure of the preceding year being less than a lakh, and the decrease over the figure of 1908-09 as much as fifteen lakhs. Military Works embraced six lakhs only of the total, Imperial Civil Works $2\frac{1}{2}$, Provincial Civil Works $67\frac{1}{2}$, Excluded Local Fund Civil Works $10\frac{1}{2}$, and Contribution Civil Works $13\frac{1}{2}$ lakhs. Though the bulk of the expenditure of the Department went to civil works, the Province is still badly equipped both in buildings and roads, and the paucity of the latter gave rise during the year to comment in the Press, where the mercantile interests concerned in developing the rubber and mining industries again published their grievances. Military works are briefly discussed elsewhere in this Report, *see* paragraph 81. Of the total outlay of $67\frac{1}{2}$ lakhs on Provincial Civil Works, $18\frac{1}{2}$ lakhs only, *i.e.*, the small ratio of 27 per cent., were spent on original works, and of this the inadequate sum of $4\frac{1}{2}$ lakhs went to new communications, against $12\frac{1}{2}$ lakhs spent on Civil buildings. All the rest of the outlay on Provincial Civil Works, except $1\frac{1}{2}$ lakhs spent on original miscellaneous public improvements, was claimed by repairs. In 1909-10, out of a total Provincial Civil Works grant of 67 lakhs, $19\frac{1}{2}$ lakhs went to original works, $6\frac{1}{2}$ lakhs of this amount being spent on new roads, $11\frac{1}{2}$ on new buildings and $1\frac{1}{2}$ on miscellaneous public improvements. As in that year, it was not found possible in 1910-11 to spend on new metalled roads any portion of the outlay on new communications, the grant

for which purpose has decreased from 9½ lakhs in 1908-09 to 6½ in 1909-10 and 4½ in the year of report. The amount spent on Excluded Local Fund Civil Works in 1910-11 was 10½ lakhs, against 8½ lakhs in 1909-10. Here a higher proportion of the total outlay was available for new roads, the figure exceeding three lakhs, whilst less than a lakh went to new buildings, and only 3½ lakhs to repairs of every description. Contribution Civil Works dropped from sixteen lakhs in 1909-10 to 13½ lakhs in 1910-11; 11½ lakhs went to new works, 2½ lakhs of this sum being spent on new roads, but the bulk, namely 7½ lakhs, going to miscellaneous public improvements. In this section the outlay of the year on repairs was of trifling amount.

CHAP. IV.—
PRODUC-
TION AND
DISTRIBU-
TION.

140. Of roads outside Municipal boundaries the returns show at the close of 1910-11—of metalled road, 1,784 miles maintained by the Public Works Department and 155 miles maintained by local authorities, as compared with 1,736 and 167 miles respectively in 1909-10: of unmetalled road, 6,781 miles maintained by the Department and 3,045 miles maintained by local authorities, as compared with 5,997 and 3,275 miles in the preceding year. The absolute figures of the length of metalled road and the figures of increase are, however, fallacious. Good stone suitable for road making is in most parts of the Province scarce, and the designation of metal is applied to descriptions of road surface, for instance, sandstone, laterite, and burnt clay, which are much inferior to the road metal employed in European countries. Away from the large towns, the length of durable metalled road is very small.

Length of
roads.

141. The buildings of the new General Hospital at Rangoon were completed, with one or two exceptions, and the finished edifice forms one of the finest hospitals in the East. The hospital was in occupation during the year, except for the paying patients' block. The approximate cost was 40½ lakhs of rupees. The Chief Court building at Rangoon, erected at a cost of 24½ lakhs, was completed. The rebuilding of the central block of the Currency Office buildings at Rangoon was practically completed, and the building was in occupation. The foundations of the new Government Press at Rangoon were laid. Part of the project for a Forest School at Pyinmana has been indefinitely postponed for want of funds: of the portion sanctioned, the whole has been completed except the hospital. Seven and a half lakhs were spent in reclaiming low-lying lands in Rangoon and in equipping the reclaimed area with roads, sewers, drains and a water-supply. Work is, however, likely to progress more slowly in future years, as the borrowing capacity of the Town Lands Reclamation Fund is exhausted, and the floating of further loans must await an increase in the rental and rateable values of the land already reclaimed and equipped. Numerous sanitary projects were investigated. The construction of the Bassein Water-works continued, and systems of water-supply were commenced at Thayetmyo, Minbu and Kyaukse. An extension to the Akyab distribution system was sanctioned. Approved schemes for supplying the towns of Pyinmana and Yamethin with drinking water are in abeyance for lack of funds. Projects for the supply of drinking water to Mandalay and Pegu, and for improving the drainage and conservancy of Mandalay, Moulmein, Mergui, Toungoo, Akyab and other smaller towns are under investigation. The suction dredger *Frederic Fryer* was employed during the latter part of the year in raising the level of the water-logged town of Pyapön. The work, which was started as an experiment, proved successful. The dredger excavates sand from the river bed and discharges it ashore, the material being distributed by means of a shore pipe. The general level at Pyapön, which was originally below high spring-tide level, has been raised on the average two and a half feet above that level, and it will now be possible to drain the town effectively. The results obtained at Pyapön appear to justify the belief that a remedy has been found for the insanitary condition of many water-logged towns in the Delta and that the suction dredger may inaugurate an era of health in them. A comprehensive scheme of reclamation work in the Delta districts by means of suction-dredging is under preparation. The sanitary work of the year included

Important
works.

CHAP. IV.—
PRODUC-
TION AND
DISTRIBU-
TION.

also the sinking of numerous tube-wells, improvements to markets, and minor drainage works throughout the Province. In the Northern Shan States the Chiefs provided considerable sums of money for the construction of roads.

The lack of funds has been noticed above: among many important projects which had to be held in abeyance on that account may be mentioned the housing of the Civil Police throughout the Province, of importance because it is believed that the inferior accommodation which alone is available at present seriously retards recruiting: the separation of habitual from casual prisoners in the jails: the provision of increased Court-house accommodation in Lower Burma: and the provision of Hospital buildings generally.

Details:
Imperial
Civil works.

142. A sum of nearly Rs. 6,500 was expended on the collection of materials for a General Post Office at Mandalay: Rs. 11,000 were spent on Telegraph works, including special repairs to the Wireless Telegraph Office at Diamond Island: and the Currency Office at Rangoon absorbed three quarters of a lakh.

Provincial:
Civil build-
ings.

143. Less than half a lakh was spent during the year on buildings for the Police Department, the chief item (Rs. 18,000) being a non-defensible Police Station at Thatôn. Five and a half lakhs were spent on Medical buildings, nearly the whole being taken by the General Hospital at Rangoon. Improvements to the Civil Hospital at Meiktila cost Rs. 11,000. Nearly three-quarters of a lakh was spent on the new Forest School at Pynmana; nearly half a lakh on completing the Agricultural College and Farm at Mandalay: and various improvements to Educational buildings absorbed Rs. 22,000. Almost the whole of the outlay assignable to Law and Justice was claimed by the Chief Court building in Rangoon, on which more than a lakh was expended. Jails received less than a quarter of a lakh for new works, the chief item being the expenditure of Rs. 11,000 in providing for the separation of habitual from casual prisoners in the Mandalay Jail. The reinforced concrete floors and grillage foundations, and the erection of stanchions up to the level of the first floor of the new Press buildings at Rangoon were completed, at an outlay of nearly a lakh of rupees.

Provincial:
communi-
cations.

144. Maintenance of roads during the year cost 22 lakhs. A start was made towards the replacement of old timber bridges by structures of more permanent material, and experimental borings were made in certain areas of the Thatôn quarries. Among the more important works of repair to metalled roads were—the widening and metalling of the Nyaungghla-Twingôn road, which serves the Yenangyaung oil-fields and carries a large traffic: the fencing of dangerous parts of the Ruby Mines road: and the renewal of bridges on the Toungoo-Thandaung road. Improvements to unmetalled roads were much restricted by want of funds. In the Southern Shan States the trans-Salween mule track to Kengtūng was continued, the construction of masonry bridges being the principal work; in the Mergui District, the road from Victoria Point to Maliwun was finished and the second section of the Tavoy-Mergui road nearly completed: in the Sandoway District, most of the smaller bridges on the Kyeintali-Gwa road were finished, but several large bridges remain to be constructed.

Provincial:
miscellane-
ous public
improve-
ments.

145. Raising the road across an arm of the Meiktila Lake absorbed Rs. 12,000, and the laying out of Loi-mwe town in the Southern Shan States, at a cost of more than half a lakh of rupees, approached completion. The reclamation of a quarter of Mergui town was effected, and Rs. 16,500, out of a sanctioned estimate of three-quarters of a lakh, were spent in protecting the foreshore at Kindat, the headquarters station of the Upper Chindwin District. In the Yamethin District, road-side drains were constructed at Pyawbwe at a cost of approximately Rs. 9,000; some of the market buildings at Pynmana were rendered rat-proof, as a precaution against plague: and an infiltration gallery was constructed in the same town, at a cost of Rs. 8,800. Other sanitary works of the year have been mentioned in paragraph 141.

146. A hospital was constructed at Kyauktaga in the Pegu District at a cost of a quarter of a lakh: the hospitals at Myohaung and Rathedaung in the Akyab District were completed, and the hospital at Ramree in the Kyaukpyu District almost completed. A grant of Rs. 40,000 was made towards the Syriam hospital, now nearly finished.

147. A sum of Rs. 10,000 was spent on the construction of the Paya-gyi-Bawnatgyi metalled road in the Pegu District, and progress was made on other roads in Lower Burma districts: steel truss or girder bridges were completed, or approached completion, at different places in the Thaton and Akyab Districts; and a reinforced concrete bridge was built at Dabehn village.

148. Work was carried out on several Municipal Hospitals during the year. Alterations to the Hospital buildings at Sandoway were made at a cost of Rs. 17,000: an out-patients' dispensary was built at Henzada at a cost of Rs. 8,200: and a sum of Rs. 37,300 was spent on the construction of the Hospital at Syriam already mentioned. A Hospital and Dispensary at Allanmyo were completed at a cost of Rs. 16,000. The Mōng Mit State contributed Rs. 18,000 towards the construction of the Mōng Mit-Thitkwèbin road. The grants made by the Chiefs in the Northern Shan States for road building have been mentioned above.

(ii) Railways and Tramways.

149. The railway system of the Province continued to be managed by the Burma Railways Company. The length of open line in 1910-11 stood at 1,340 miles on the main line, and 187 miles on the Pegu-Moulmein and Henzada-Kyangin open extensions together, or 1,527 miles in all. By March 1911, the location of the Southern Shan States Railway had been completed as far as Yawngnaw, which is to be the terminus of the Railway as at present arranged—105 miles from Thazi—and the railway was under construction during the year. A detailed survey of that portion of the proposed Pyinmana-Magwe line which lies between Pyinmana and Minbyin was completed and the line finally located. The survey of the projected line from Ta Hapalai on the Mandalay-Lashio Railway to Nam Pai, on the private line of the Burma Mines Company, was finished. The survey of the proposed Nyauanglebin-Madauk branch line has been completed, and reports and estimates are under preparation. The practicability of constructing a railway from Moulmein to Ye again received consideration. A Committee was convened to consider the most suitable type of bridge over the Pazundaung Creek on the Malagon-Dawbong projected line, and reported in favour of a low-level lifting bridge. Correspondence regarding the cost of such a bridge ensued. Reconnaissance and detailed surveys of that portion of the proposed Alon-Ye-u line which lies between Alon in the Lower Chindwin and Saingbyin in the Shwebo Districts were completed. The scheme of a light railway along the Irrawaddy Embankment from Henzada to Pantanaw, as an alternative to a loop line east of the Daga river, has been abandoned for the present, and no further survey on the Prome-Chittagong line was carried out.

150. There were serious breaches caused by floods at four places on the Mu Valley line—Shwebo, Myingatha, Kinu, and Madaungghla. The immediate cause of the breach near Shwebo was the bursting of the embankment of the Mahananda reservoir on the 30th May 1910. The line south of the railway station remained closed till the 8th June, when transhipment was commenced, and trains ran through on the following day, but on the 10th further heavy rain again breached the line and stopped all through traffic, except the mails, until the 13th June. The interruption north of Shwebo, at Myingatha, was equally serious; all traffic except the mail bags was stopped from the 31st May to the 7th June, and between the 10th and 13th June. At Kinu, traffic, except the mails, was stopped for four days. The Madaungghla breaches extended over a length of nearly two miles and,

Cont. IV.—
Production and
Distribution.
Excluded
Local
Funds:
(a) Build-
ings.
(b) Commu-
nications
and miscel-
laneous
public
improve-
ments.
Contribution
works.

Railways—
Construction
and surveys.

Interruption
and acci-
dents.

CHAP. IV.—
PRODUC-
TION AND
DISTRIBU-
TION.

though they were repaired on the 8th June, the flood of the 10th re-opened them, and through traffic of all descriptions from Sagaing to Myitkyina was not resumed until the 18th June. Detriment to the permanent way through heavy rain caused the capsizing of an engine and five wagons near Thazi on the 3rd September. On the 11th and 12th September there were very serious breaches on the main line between Shanywa and Ku-me Road stations and on the Thazi-Myingyan branch, following on the breaching of the embankment of the Nyaungyan-Minhla reservoir near Meiktila. No passengers could be booked through on the main line from the 11th to the 30th September, and through running was not resumed until the 10th October. On part of the Thazi-Myingyan branch through communication was closed between the 11th September and the 4th October. There were five derailments during the year, and four attempts to wreck trains. None of the accidents to trains was attended with loss of life or grave injury, but there was a serious trolley accident resulting in the death of three persons.

Traffic and
Finance.

151. The number of passengers carried on the main line and the Pegu-Moulmein and Henzada-Kyangin open extensions rose from 20,841,000 to 21,803,000. Receipts from passengers declined, but the gross receipts rose from Rs. 1,93,75,000 to Rs. 2,00,27,000. Working expenses advanced by nearly five lakhs of rupees. On the whole, the net receipts rose by nearly two lakhs—one and a half lakhs being attributable to the main line—to Rs. 71,76,000. The capital outlay on the main line amounted to 48½ lakhs of rupees, bringing the total outlay to 1,624 lakhs; and on the Pegu-Moulmein open extension to a little over half a lakh, bringing the total capital figure to 150 lakhs. The corresponding figures for the Henzada-Kyangin extension were one lakh and 64 lakhs. Twenty-four and a half lakhs were spent on the Southern Shan States Railway during the year, making the total capital outlay up to date 31½ lakhs.

Tramways.

152. No addition was made to the number of tramways in the Province. The Rangoon Electric Tramways opened no new section to traffic. The Company carried 9,213,926 passengers in the year ending with March 1911, as against 9,421,292 in the preceding twelve months: the running mileage (1,459,828 as against 1,462,703) and the traffic receipts (Rs. 8,71,745 as against Rs. 8,87,217) also showed a slight decrease. The Burma Electric Tramways and Lighting Company, Mandalay, made no addition to the open line, which remained at 6½ miles. The passengers carried numbered 2,667,022, as against 2,582,746 in the preceding year: the mileage run was 489,323 miles, as against 486,227. Progress with the Madaya-Mandalay Light Railway was again slow. An extension of time—this making the seventh extension—was requested in respect of the Madaya-Obo section. If sanctioned, this extension will complete a period of more than six years from the date of the original order requiring the section to be open within eighteen months. Four extensions of time have already been sanctioned for the Obo-Ze-gyo section, and the time within which the original order required that section to be completed has also been long exceeded. The terms of the order authorizing the construction of a steam tramway between Maungdaw and Buthidaung in the Akyab District have not yet been decided.

(iii) Canals.

Navigation
Canals.

153. The Pegu-Sittang and Sittang-Kyaikto Canals, respectively 45½ and fourteen miles long, remained open for traffic throughout 1910-11. All other canals in Burma are primarily irrigation works and, with the exception of the Shwetachaung canal in the Mandalay District, not much used for traffic. The tonnage of goods carried by the Pegu-Sittang Canal was 283,000, valued at approximately one hundred lakhs of rupees: the Sittang-Kyaikto Canal carried 27,000 tons, valued at 6½ lakhs. Each canal carried more goods than in the preceding year. The revenue derived from the Pegu-Sittang Canal was 1½ and the expenditure 1½ lakhs of rupees, both figures being larger than those of 1909-10. The revenue of the

Sittang-Kyaikto Canal was Rs. 7,730 and the expenditure Rs. 9,625, the receipts showing an advance and the charges a decrease, when compared with the figures of the preceding year. The net revenue from the two canals together fell from Rs. 60,000 to Rs. 44,000. The decrease was chiefly due to the completion, at a cost for the year of more than Rs. 23,000, of repairs to a breach in the Pagaing embankment. Ordinary maintenance of the Pegu-Sittang Canal cost Rs. 30,000 during the year, and the Sittang-Kyaikto Canal absorbed Rs. 6,500 in charges of up-keep.

Irrigation.

154. The Major irrigation works of the Province comprise the Mandalay and Shwebo Canals, in operation; the Ye-u Canal, in the Shwebo District, and the Môn Canals, in the Minbu District, which were under construction during 1910-11. The figures which appear in this section are taken from the returns of the Irrigation Branch of the Public Works Department.

Major
irrigation
works.

155. In spite of a larger commanded area being available for cultivation from recently constructed extensions, the area irrigated by the Mandalay Canal decreased by 3,000 to 55,000 acres. The diminution was in part due to an insufficient supply of water for the early wet-weather crop of rice, but there were other contributory causes, among them an unusually heavy fall of rain early in the year which damaged the canal banks, and a bad outbreak of disease, which swept off many of the plough cattle and curtailed agricultural operations. Irrigation receipts from the water-rate assessed on the canal area and from the share of land revenue claimable by the Irrigation Department together declined by Rs. 11,000, whilst working expenses rose by Rs. 14,000. On the whole, the net revenue of the canal was Rs. 21,000 less than in 1909-10. The percentage return of net revenue on capital outlay—the figure of which exceeds 53½ lakhs of rupees—was 4·45, against 4·87 in the preceding year.

Completed
works.

The area irrigated from the Shwebo Canal during the year was approximately 120,000 acres, as compared with 147,000 acres in 1909-10. The diminution was due in part to floods, which occurred in May 1910 and caused damage in most of the areas planted with those varieties of rice which ripen in the hot weather or early in the rainy season; but the chief cause, as has been mentioned in paragraph 102 above, was the reversion to waste of land cultivated in the previous year, and this was due to the same rates of assessment being imposed on poor or insufficiently commanded fields as on the more fertile or better-irrigated areas. The new settlement rates will remedy this anomaly. The assessment of water-rate declined by Rs. 25,000, but the share of land revenue falling to the Department rose by more than that amount, as arrears of the previous year were adjusted in 1910-11. An expenditure of more than 1½ lakhs during the year brought the capital account to 56½ lakhs. The working expenses of the system rose to Rs. 1,84,000, an increase of Rs. 32,000. On the whole, the net revenue rose by some thousand rupees, to Rs. 4,23,000; the payment of arrears accounts for the fact that the books show an increase, where a decrease was to be expected. The percentage of return to outlay was 7·43, a diminution of '02 when compared with 1909-10, but a high figure nevertheless. Little construction work was done in 1910-11 on the Mandalay and Shwebo systems; some distributaries and water courses remain to be completed on the latter.

156. More than 3½ lakhs were spent in capital charges of the Ye-u Canal, and the capital account at the end of the year approached 10½ lakhs of rupees. About three-quarters of the earthwork in the first thirteen miles of the main canal were completed, although progress was retarded through difficulty in recruiting labour. The preliminary surveys for distributaries were almost completed.

Works
under con-
struction.

Nearly 7½ lakhs of rupees were added to the capital account of the Môn Canals, bringing the total capital outlay to 49½ lakhs. Construction of the head

CHAP. IV.—
PRODUC-
TION AND
DISTRIBUTION.

works of the canals continued; the Stoney sluice gates were erected, and the weir was finished. Three extra drainage crossings were completed on the North Môn Canal; practically all the bridges across this canal, and most of the distributaries, were finished. The head regulator of the South Môn Canal was completed at a cost of three-quarters of a lakh of rupees. The earthwork of the Main Canal and the widening of the canal were almost finished, and little remained to be done to distributaries at the end of the year. The canals were opened after the close of the year of report, on the 3rd of May 1911.

Minor
irrigation
works.

157. Among the minor irrigation works of the Province, the most important are—the various systems which take off from the Zawgyi River in the Kyaukse District, and which irrigated 75,000 acres in 1910-11, this figure being a few acres less than that of 1909-10; those which derive their water-supply from the Panlaung river in the same district, and which irrigated 46,000 acres in the year of report as against 53,000 in the previous year, the cause of diminution being in part excessive rain and in part previous losses sustained by the cultivators: the Meiktila Lake and Nyaungyan-Minhla Reservoir systems in the Meiktila District, the first of which irrigated 26,000 acres, or 4,000 acres more, whilst the Minhla embankment was breached by heavy rain in September and the irrigated area fell by 7,000, to 10,000, acres: the Man and Salin Canals in the Minbu District, which irrigated respectively 32,000 and 31,000 acres, or 6,000 and 7,000 acres more than in the preceding year: the Shwetachaung Canal in the Mandalay District, which suffered from early high floods in the Irrawaddy and irrigated 16,000 acres only, a decline of 3,000 acres: and the Mu Canal system in the Shwebo District, which supplied 10,000 acres during the year, a slightly better figure than that of 1909-10. The Provincial area irrigated by these and other minor irrigation works fell from 314,000 acres to 303,000 acres. The working expenses rose in the aggregate from 6½ to eight lakhs, the increase being due partly to extensive repairs rendered necessary by floods, and partly to the remodelling of systems in the Mandalay, Shwebo and Meiktila Districts. Extensive operations were in progress on the Shwetachaung, Mu Canal, Meiktila Lake, and Nyaungyan-Minhla systems and on one of the Kyaukse canals.

CHAPTER V.

REVENUE AND FINANCE.

REFERENCES :—

- Report on the Land Revenue Administration of Burma during the year ended the 30th June 1911.
Administration Report of the Irrigation Department, Burma, for the year 1910-11.
Report on the Maritime Trade and Customs Administration of Burma for the official year 1910-11.
Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1910-11, Part I, Foreign Trade.
Report on the Administration of the Excise Department in Burma during the year ending the 31st March 1911.
Report on the Administration of Salt Revenue in Burma during the year 1910.
Report on the Administration of the Stamp Revenue in Burma during the three years ended the 31st March 1911.
Report on the working of the Income-tax Act, II of 1886, in Burma for the triennium 1908-09 to 1910-11.
Reports on the Forest Administration in Burma for the year 1910-11.
Report on the working of the Rangoon Municipality for the year 1910-11.
Report on the Reclamation of Rangoon Town Lands for the year 1910-11.
Resolution reviewing the Reports on the working of Municipalities in Burma during the year 1910-11.
Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
Statistics of British India, Parts IV (a), IV (b), and VIII.

Provincial Settlement.

158. The receipts and expenditure of the Province are classified and recorded in three sections, Imperial, Provincial and Local. Whether any particular item of receipt or charge is Imperial, or Provincial, or partly one and partly the other, depends upon the terms of the Provincial financial settlement. The settlement in force in the case of Burma in 1910-11 was drawn up at the beginning of 1907, and had effect from the 1st of April of that year. The assignment from Imperial to Provincial revenues required to make the sum of the Provincial probable future receipts equal the sum of the Provincial probable outgoings was fixed at Rs. 90,68,000, to be credited annually. The assignment credited in 1910-11 was largely above this standard figure, a special grant of twenty-five lakhs of rupees having been made in aid of Provincial balances, and a further grant of fifteen towards expenditure on education and sanitation. The figure was 133 lakhs, against 108½ lakhs in 1909-10. Important changes in principle, radically affecting the amount of the assignment, were sanctioned after the close of the year 1910-11, but the changes are to have effect from the beginning of 1911-12 only, and do not therefore concern the finance of the year dealt with in this report.

The Local section comprises District Cess Funds in Lower, and District Funds in Upper Burma, and Municipal and other funds raised for special and local purposes, apart from the general revenues.

Except under the head of *Land Revenue*, where expenditure, under the settlement of 1907, was to be debited entirely to Provincial funds, whilst Provincial funds received one-half only of the receipts, Imperial and Provincial funds contribute to the charges classified under a particular budget head in the same proportion as they benefit by the revenue accruing under the head. These contributions form the greater part of the Imperial expenditure, so far as it is dealt with in this report, but there are large outgoings which are entirely Imperial under the heads *Irrigation (Major Works)*, *Customs*, and *Military Works*, see paragraphs 155 *et seq.*, 163, 139 and 81.

Gross Revenue and Expenditure.

CHAP. V.—
REVENUE
AND
FINANCE.

159. The gross receipts classified as Imperial in the twelve months ending with March 1911 rose by $3\frac{1}{2}$ to 393 lakhs of rupees. Provincial receipts advanced by 19½ to 488 lakhs: District and District Cess Funds together received practically the same amount as in the preceding year, namely 35 lakhs: Municipalities received approximately 93 lakhs, or twelve lakhs more than in 1909-10: and the aggregate income of other funds was 87, as compared with 129 lakhs.

On the expenditure side, Imperial outgoings totalled $4\frac{1}{2}$ lakhs more than in 1909-10, rising to $75\frac{1}{4}$ lakhs of rupees: the outgoings classified as Provincial increased by 26, to 469 lakhs: the expenditure of District Cess and District Funds together remained practically stationary at $36\frac{1}{2}$ lakhs: Municipalities spent 87 lakhs, as compared with $83\frac{1}{2}$: and other funds $96\frac{1}{2}$, as against 145 lakhs.

The transactions of the Rangoon and Moulmein Municipalities, the Rangoon Port Trust, and the Rangoon Pilot Fund are included in the figures stated above, although these funds do not bank with Government.

(a) IMPERIAL REVENUE AND FINANCE.

[In this section are discussed sources of revenue or expenditure which are partly, as well as those which are wholly, Imperial.]

Total
Imperial
figures:
notable variations.

160. The advance of $3\frac{1}{2}$ lakhs in Imperial receipts was the result of opposite movements the chief of which were an enhancement of $30\frac{1}{2}$ lakhs in Customs, $3\frac{1}{2}$ in Forest receipts and $1\frac{1}{2}$ in Stamps, against a decline of $30\frac{1}{2}$ lakhs in Land Revenue and $2\frac{1}{2}$ in Excise. The increase of $4\frac{1}{2}$ lakhs in Imperial expenditure was the result of increased outgoings under several heads, the chief items being $1\frac{1}{2}$ lakhs more spent on Customs, and one lakh more on Forest charges.

Explanations of important variations under these and other particular heads of account will be found in the paragraphs which follow.

Land Revenue.

Land
Revenue
receipts.

161. Under the settlement of 1907 receipts classified under the Major Head *Land Revenue* were to be divided equally between Imperial and Provincial, whilst the expenditure was wholly Provincial. After the close of the year of this Report orders were issued raising the Provincial share of receipts to five-eighths, and reducing the fixed assignment from Imperial to Provincial revenues, *vide supra*, correspondingly. The change did not, however, affect the finance of the year. Although receipts were to be equally divided, any adjustment that it may be found necessary to make from time to time in the terms of the financial settlement is made by addition or subtraction of the amount concerned to or from the *Land Revenue* totals, and this has the effect of rendering the shares ultimately taken by Imperial and Provincial apparently unequal.

As has been explained in previous reports, *vide* paragraph 192 of the Report for 1909-10, the figures of land revenue given in the financial accounts are for the year ending with the 31st March, whilst the figures given in the *Report on the Land Revenue Administration* are for the agricultural year ending with the 30th June. They therefore differ in particulars, but the bulk of the revenue is collected in the common nine months, and the reasons assigned in the Departmental report to account for variations from one year to another would in many cases apply to variations appearing in the Financial accounts. The gross land revenue, as shown in the latter, amounted in the year of report to 406 lakhs of rupees, a decline of thirteen lakhs from the figures of 1909-10. After adjustment of contributions, the Imperial and Provincial shares of receipts amounted to seventy and 336 lakhs respectively, as against 100½ and 318½ lakhs in the earlier year, whilst the charges—all of which fell to Provincial—declined by $1\frac{1}{2}$, to 65 lakhs of rupees.

The receipts of land revenue proper have been discussed in an earlier paragraph, *vide* Chapter II: the figures quoted in the remainder of this paragraph for the other heads of land revenue are taken from the *Report on the Land Revenue Administration*. The number of persons assessed to the Capitation-tax in Lower Burma increased by 10,684, the increase in the previous year having been 29,144, and in 1908-09 41,038. The Henzada District, with 9,066 additional assesseees, returned the largest increase, and Akyab—owing to the fact that the tax cannot be legally demanded from persons arriving at the town of Akyab—the largest decrease, 7,223. The total collections increased by nearly half a lakh, to 54½ lakhs.

Increases in the number of households assessed to *thathameda*—the household tax—were recorded in every district of Upper Burma except one. Remissions fell by Rs. 4,414: outstandings were of trifling amount and the collections rose by over three-quarters of a lakh, to more than 42 lakhs of rupees. The number of households assessed advanced by 23,673, among the causes which contributed being the return of emigrants, driven to Lower Burma in past years by adverse harvests, the inclusion in the rolls of employees of the Oil Companies, and the assessment of migratory coolies.

The collections of fishery revenue due for the year advanced to thirty lakhs of rupees, or an increase of more than half a lakh of rupees, this figure being the resultant of an increase of nearly three-quarters of a lakh from leased fisheries and a decline of Rs. 14,944 in the income from net licenses. Remissions were low, and outstandings fell by fifty per cent. to the small amount of Rs. 5,442.

The miscellaneous receipts classified under the head of *Land Revenue* include fees, rents and royalties on mineral products—these have been mentioned in paragraph 121, Chapter IV above, under the title *Mines and Quarries*—receipts under the Village Act, and the rent of Town Lands not credited to Local Funds. They amounted to 34½ lakhs, an advance of nearly one lakh on the figure of 1909-10.

Canal (Navigation and Irrigation) Revenue.

162. Mention has been made in the section of Chapter IV entitled *Canals*, paragraph 153 *et seq.*, of the amount of revenue derived from canals and irrigation works in 1910-11. Receipts from canals used for navigation purposes are wholly Provincial: the revenue derived from and the expenditure incurred on Minor irrigation works are also wholly Provincial: whilst receipts and expenditure on Major irrigation works are wholly Imperial.

Sources of Imperial Revenue other than the Land.

163. Receipts and expenditure under *Customs* are wholly Imperial. The total revenue of the Rangoon Custom House is shown in the departmental report as having risen in 1910-11 from 126 to 156 lakhs of rupees, and the total disbursements from 5½ to seven lakhs: the net revenue rose by 28½, to 150 lakhs, an improvement of 23·8 per cent. on the figure of the preceding year. The import duty on salt was almost stationary at seventeen lakhs, and on other goods rose in consequence of the enhanced tariff by some nine, to 64½ lakhs: the export duty advanced by 21½ lakhs, to 74½ lakhs, chiefly owing to increased shipments of rice to foreign ports.

Customs receipts at subordinate ports remained practically stationary at 26½ lakhs, whilst the disbursements rose slightly, to 1½ lakhs.

164. The Excise Department of Burma purchases opium from the Government of Bengal at Rs. 8½ per seer of 2½ lbs. weight and sells it to licensed vendors at rates which were usually, in the year of report, Rs. 70 per seer; the vendors make their profit by retailing the opium at a higher rate fixed by Government. The prevailing rates were Rs. 80 per seer for crude, and Rs. 100 per seer for prepared, opium. The purchase price of Rs. 8½ per seer is credited to the head *Opium*, the receipts and expenditure of which are entirely Imperial. Receipts credited in the accounts to this head amounted to Rs. 4,34,347, the

CHAP. V.—
REVENUE
AND
FINANCE.

decline of Rs. 21,000 from the figure of 1909-10 being due to the policy of restricting the amount of opium issued to consumers of the drug. The profit on sales of opium realized by the Excise Department is classified in the accounts under *Excise*, and a moiety of both receipts and outgoings under that head is Imperial and a moiety Provincial.

Salt :
changes in
law and
organization.

165. Revenue and expenditure classified under the head *Salt* are wholly Imperial. The revenue is derived from duty on foreign salt imported, mainly at Rangoon, and from duty on salt produced locally. In seven districts the duty is collected direct from bond by a special staff; in the remaining districts it is assessed indirectly, on the number of cauldrons or pots used in the manufacture. In September 1909 orders had been passed by the Government of India to the effect that the local manufacture of salt (in the absence of special considerations) was to be suppressed gradually in districts where the average revenue demand fell below Rs. 2,000 per annum; in the districts where manufacture continued, the duty was to be enhanced by 25 per cent. and measures for concentrating factories were to be adopted; and the Salt and Excise Departments were to be amalgamated under the control of the Excise Commissioner. Proposals for the concentration of manufacture were sanctioned during the year of report and other proposals for the better supervision of the industry and for storage of salt and for amalgamation of the Salt and Excise Departments were framed. A Salt Manual was issued, and the Directions for Upper and Lower Burma were consolidated. In the districts under the direct-duty system no payments are now made to the Inspector, but issues are made against a receipted *chalan**. A Salt Bill for Burma was drafted by the Financial Commissioner. The enhancement of the duty by 25 per cent. did not come regularly into force until after the termination of the year.

Supplies of
salt.

166. The estimated output of salt in the districts under the system of indirect, or composition duty fell from 74,682 to 66,759 maunds of 82½ lbs. weight, and the issues of Burma-made salt from bond in the districts under the system of direct taxation from 669,320 to 539,685 maunds, the aggregate issues of locally produced salt thus decreasing from 744,002 to 606,444 maunds. The actual output of such salt declined by 88,776 maunds. Untimely rain caused much of the diminution, but the growing popularity of foreign salt was not without effect. The quantity of foreign salt on which duty was paid rose from 1,635,703 to 1,768,047 maunds, the increase of 132,344 maunds nearly counterbalancing the decline in issues of locally-made salt. The reports state that foreign salt is ousting the local product even for purposes of fish-curing.

Revenue
and
miscellaneous.

167. The method of assessing duty on the local manufacture underwent no change. The number of licenses for manufacture fell from 1,529 to 1,499, the districts under the system of direct duty showing a decrease, as well as those which pay the composition duty. A further substantial decline in the average output per vessel was manifested throughout the Province. The collections of revenue from the local product during the year 1910 fell by Rs. 72,962, or twenty per cent., the districts under the direct system showing a higher percentage of decrease than those under the composition system, since in the latter case the fees are usually paid in advance, and the receipts are less affected by a bad season. In the Financial accounts the receipts under *Salt* in 1910-11 are shown as Rs. 20,89,510, and the expenditure as Rs. 27,770. Imports of foreign salt during 1910 increased by 9·7 per cent. but were still sixteen per cent. lower than in 1908, in which year the highest figure was recorded. Imports of German salt rose by 145,110 maunds, at the expense of imports from Aden, Spain and Salif, and the total amount of duty realized rose by 7·6 per cent.

Excise :
general.

168. The allocation between Imperial and Provincial funds of *Excise* receipts and expenditure has been noticed above. The gross receipts for 1910-11

* The document authenticating a payment into the Government Treasury.

are shown in the departmental report as having totalled 75½ lakhs, as compared with 80½ lakhs in 1909-10. The decrease of five lakhs is explained by a fall in the revenue from imported liquors and locally produced spirit excised at the tariff rate of duty of 2½ lakhs, and in the revenue from opium of 2½ lakhs. Charges incurred by Excise establishments fell by half a lakh, to 14½ lakhs, the net revenue thus declining by 4½ lakhs, to 61½ lakhs of rupees.

CHAP. V.—
REVENUE
AND
FINANCE.

169. The *Excise* revenue from opium decreased from 39½ to 37½ lakhs of rupees. License fees for the sale of opium fell by Rs. 13,736, being adjusted to decreasing sales, and there was a decrease under *duty* of more than two lakhs, in the main owing to vendors taking smaller issues of opium in consequence of smaller sales at the shops. The Rangoon Town District alone showed a decline of nearly a lakh of rupees, and the total quantity of Excise opium (including confiscated opium) issued to licensed shops fell by 1,011 to 52,227 seers. Decreases occurred in nine Lower Burma districts, and are mainly attributable to the increased stringency of the Opium Rules and Directions issued during the year and to continued improvement in the control over sales at the shops, as the records of consumers have been made more complete. Indian consumers in Rangoon Town were brought on to the register for daily sales hitherto used only for consumers other than Indian, and this marked a considerable advance in controlling consumption. The total number of purchasers of all nationalities was found to be 119,867, and the average quantity purchased per man per year was 3·9 tolas* only. The ordinary daily consumption per head for Chinese, Registered Burmans, and Indians has been laid down and house-to-house visits are prescribed, and it was found possible during the year to detect and remove from the registers the names of many bogus consumers. The possibility of further reduction in the rates of consumption is foreshadowed.

Excise
opium.

The opinion was expressed in the departmental report for 1909-10 that the quantity of shop opium available for illicit sale was negligible. The large reduction of issues effected in 1910-11 indicates, however, that supplies had been available and that the increased restrictions were necessary. Little, it is stated, now remains to be done to prevent shop opium from being hawked for sale. The price at which smuggled Bengal Excise opium stood in Rangoon at the close of 1910-11 was Rs. 125 per seer as compared with Rs. 75 in the early part of 1909-10, but it is doubted whether the rise in price proves conclusively that that channel of contraband supply has also shrunk. Seizures of opium rose from 1,483 to 1,665 seers, over 75 per cent. of the Lower Burma seizures (excluding Arakan) being made in Rangoon Town, but the difficulty of obtaining evidence of possession from the native crews of steamers, which are the main smuggling agency, makes it hard to cut off the source of supply. Arakan obtains its contraband opium through the Akyab District, and the supply is said to be falling. In the north-eastern frontier districts 'foreign' opium from the Shan States is sold in the licensed shops. In consequence of the action of the provincial government of Yunnan in pursuance of the Chinese policy of prohibition, the wholesale price of Shan opium at the principal market at Lashio has gone up from Rs. 17 to the price—when the departmental report was written—of Rs. 50 per viss, the price at the beginning and end of the year of report being Rs. 30 and Rs. 44. Smuggling from Yunnan is reported practically to have ceased, but many of the displaced poppy cultivators are said to have moved over from Yunnan into the Chinese and British Shan States and into unadministered territory, and the fear is expressed that new cultivation in these areas will revive smuggling in the future.

The taste for opium appears to be waning, as the number of registered consumers decreased from 16,614 to 15,298. The wholesale price of Bengal Excise opium, as stated above, was in the case of most shops Rs. 70 per seer. In a few cases rates varying from Rs. 35 to Rs. 50 were sanctioned. 'Foreign' opium for four shops was imported, as in the previous year, on payment of a duty of Rs. 17 per viss (Rs. 9-9-4 per seer). No changes were made in the retail rates at which Excise opium was sold, the prevailing rates being one rupee for crude and Re. 1-4-0

* One tola = 180 grains.

CHAP. V.—
REVENUE
AND
FINANCE.

for prepared opium per tola. In the shops of the northern districts which issue 'foreign' opium, retail prices were twice raised during the year, in order to compensate the licensed vendors for the continued rise in the price of that kind of opium. The amount of opium sold at the shops fell by 3,448 seers. Seventy fewer persons were convicted for offences under the Opium Act.

Excise:
liquor.

170. The imports of spirit, omitting imports from other provinces of India, fell by nearly 50,000 gallons, heavy decreases appearing under brandy, gin and rum. The contraction is attributed mainly to the enhancement of the import duty in February 1910 to Rs. 9-6-0, from the previous rate of Rs. 7 per proof gallon. The present rate affords strong inducement to illicit distillation, and in parts of Lower Burma this is stated to be rampant. Special measures to check the practice are under consideration. The fees obtained from licenses for the vend of foreign liquors and Burma-made foreign spirit fell from twelve to 9½ lakhs. In Rangoon alone there was a fall of 1½ lakhs. The decline is attributed to the uncertainty felt by auction-purchasers as to the effect on consumption of the enhanced tariff rates. The quantity of malt-liquor issued from the Mandalay brewery decreased from 288,000 to 250,000 gallons, the fall being explained by the withdrawal of a British regiment. Foreign spirit excised at the tariff rate was manufactured during the year at the Mandalay, Moulmein and Toungoo distilleries; the total issues fell by 13,529 gallons, about 10,000 gallons less issuing from the Mandalay Distillery alone: the enhanced tariff is the only explanation given there for the decrease, but at Moulmein, where issues fell by 5,885 gallons, the competition of Java rum and the introduction of illicit spirit into the shops which sell foreign liquor retail were suggested. The Contract Distillery system for the supply of country spirits was extended during the year to parts of the Mandalay Division and to the Akyab District. Issues during the year increased from 13,861 to 25,200 London-proof gallons. Retail licenses increased from 46 to 73, whilst the number of outstills fell from 37 to 25, and of shops licensed to sell retail country spirits (outstill liquor) from 56 to 34. Issues (exclusive of the new areas) increased by 1,676 London-proof gallons. Shops selling *tari** retail declined in number from 750 to 718, but the revenue from *tari* license fees rose slightly, to nearly seven lakhs. The number of licenses issued during the year for the sale of country fermented liquor other than *tari* increased by four, to 390. There are suspicions, which were not however verified, that these shops are sources of supply of illicit spirit. The number of persons convicted for illicit distillation rose from 448 to 504, and the seizures of country spirit from 1,571 to 1,898 gallons. The number of persons convicted for offences under the Opium and Excise laws increased from 7,521 to 8,106.

Cocaine and
morphia.

171. Ganja has not, up to the present, obtained any hold over the Burman, but the cocaine habit is now firmly fixed in the Pegu and Irrawaddy Divisions and the more numerous held opinion is that it is a supplement to, not a substitute for, opium. Seizures of cocaine increased from 1,958 to 3,244 ounces. The taste for morphia in Rangoon is reported to be spreading.

Stamps.

172. The Imperial share of the receipts and outgoings recorded under the head *Stamps* is one-half. Receipts and outgoings on account of Postage and Telegraph stamps are not, however, classified under this head, but under the wholly Imperial head *Post Office*, and as one-anna postage stamps are used also for revenue purposes an annual credit of two lakhs of rupees is made from Imperial to Provincial revenues under the head *Stamps*. The receipts for the year 1910-11, as shown in the departmental report, all but reached 39 lakhs of rupees, or 2½ lakhs more than in the preceding year. Sixteen and a quarter lakhs were received under the Stamp Act and 22½ under the Court Fees Act. The receipts, in spite of the improvement in the year, were 1½ lakhs below the figure of 1907-08. There was

* *Tari*, the fermented sap of the toddy palm, *Borassus flabelliformis*.

a recovery under both judicial and non-judicial stamps, the improvement under non-judicial stamps being as much as 2½ lakhs. Charges fell slightly, to 1½ lakhs of rupees.

CHAP. V.—
REVENUE
AND
FINANCE.

173. There was a slight recovery under court-fees proper (*i.e.*, exclusive of stamped copy-sheets) after the continuous decline recorded in the three preceding years, but in some districts the increase was due not to litigation proper, but to stamps on applications for succession certificates or to court-fees on probates and letters of administration. The departmental reports in a few cases mention a restoration of confidence among the *chetty** money-lenders. In Lower Burma twelve out of nineteen districts showed an increase in receipts from the sale of court-fee stamps, whilst in Upper Burma nine districts recorded increases against eight showing decreases. Stamped copy-sheets brought in Rs. 1,06,000 against Rs. 1,01,000 in 1909-10, and the receipts under this head have steadily risen for the past eight years.

Judicial
stamps.

174. The receipts from the sale of non-judicial stamps rose by 2½ lakhs, the total of 14½ lakhs exceeding the high figure of 1904-05 by 1½ lakhs. Under the head of Impressed Stamps all districts in Lower Burma except five show an increase. There has been, however, a steady decline for the last three years in Rangoon, and this is explained by the fear of land legislation, over-speculation in other directions than land, namely in company shares, and a decline in the value of land following on the expiration of a period of inflated values. The variations in Upper Burma districts do not call for comment, except a decline of Rs. 11,678 in Magwe, accompanying a diminution in the number of transactions in oil-wells and sites. A comparison of the figures for *kundis*, or inland bills of exchange, with the figures of the preceding year is vitiated by the increase in the rates of duty imposed on such bills by Act VI of 1910. The increase in revenue (Rs. 18,373) is, however, reported to have justified the expectations entertained at the time of passing the Act. Under the heading of Impressed Labels or Special Adhesive stamps, there was a notable recovery of more than a lakh, nearly the whole of the total and of the increase accruing in Rangoon Town. It is attributed in part to the higher rates of duty imposed by Act VI on bills of exchange, for which these labels are largely used, and partly to a windfall of nearly half a lakh received as duty on a single instrument. The increase of speculation in Rangoon—the nominal capital of new joint-stock companies was 228 lakhs of rupees in 1909-10 and 209 lakhs in 1910-11—explains a rise in the receipts from share-transfer stamps from sixteen to thirty thousand rupees. The number of stamp-vendors rose by 26, but nearly all district officers are of opinion that the importance of stamp-vendors at outlying villages is decreasing. Documents impounded by the Courts fell from 1,070 to 941, and the duty and penalty realized from Rs. 12,223 to Rs. 11,001. The number of cases dealt with by Collectors rose on the other hand from 555 to 648, and the duty and penalty increased by nearly a lakh, but of this sum more than half represents the composition duty on debenture loans floated by the Rangoon Municipality and the Rangoon Port Trust. The number of stamp prosecutions rose from ninety to 105.

Non-judicial
stamps.

175. Receipts—except for a few wholly Imperial items—and expenditure under the head *Assessed Taxes* were in the year of report divided equally between Imperial and Provincial. The Income Tax Act, though in force in the whole of Burma, is operative only in Lower Burma, in Mandalay Town and—in other areas of the Upper Province—in the case of employees of industrial and commercial companies who are resident but not permanently domiciled in Upper Burma. The tax is collected through the Rangoon offices of the companies. The Income-tax Collectorates and the methods of assessment and collection remained the same as in 1909-10. The only important change in the rules was made in July 1910, and permitted the tax upon incomes exceeding Rs. 10,000 to be paid in three

Assessed
Taxes.

* *Chetty*, a Madras caste which includes money-lenders.

CHAP. V.—
REVENUE
AND
FINANCE.

instalments. Coercive processes for the recovery of the tax increased from 138 to 290, but two districts—Myaungmya and Rangoon Town—accounted for 222 of the total number. Petitions for reduction of the original assessment fell from 20·8 to 19·6 per cent. of the number of persons originally assessed, and reductions in the total assessment fell from 10·3 to nine per cent. In the Hanthawaddy District the reduction was as high as 26 per cent., but this was because many assesses do business both in Rangoon and in the Hanthawaddy District and, in order to preclude the possibility of income going unassessed, it is necessary to fix the original assessment at a high figure. The proportion of persons upon whom penalties were levied to the total number of assessee rose from 6·8 to 13·2, whilst the percentage of penalty actually realized advanced from 60·4 to 70·9. The net collections rose from Rs. 18,35,413 to Rs. 18,96,469, the excess over the collections of 1909-10 being three per cent. Expenditure rose by Rs. 5,000, to Rs. 45,000. The number of persons assessed upon salaries, annuities and gratuities paid by Government continued to increase. The number of assessee under the heading *Salaries paid by Local Authorities* also rose, as did the tax on salaries paid by private employers. Seven-eighths of the tax under this head was collected in Rangoon. The receipts from profits of Companies stayed practically at the figure of the previous year. Receipts from the tax on interest on securities increased slightly. The amount of Government securities held in the Province advanced by one, and of securities of Local Authorities or Companies by 27 lakhs, as compared with 1909-10. Collections under the heading *Tax on Income from other Sources* rose by Rs. 7,000, but are still considerably below the figures of 1908-09 and have increased by only Rs. 23,000 since 1905-06. All the districts of the Pegu Division show a fall in collections, and nearly every district report refers to the winding up of the *chetties** businesses as having adversely affected collections.

Forests.

176. Receipts and expenditure classified under the head *Forests* were divided equally between Imperial and Provincial in the year of report. The change by which they became wholly Provincial did not come into effect until the beginning of 1911-12. The gross receipts of the Forest Department for the year ending with June 1911, as recorded in the departmental books, rose from 91½ to 105½ lakhs of rupees, the large increase being chiefly due to a greater amount of teak being extracted by lessees, to the receipt of 4½ lakhs from the disposal of the Mergui Rubber Plantation, and to an advance in the quantity of cutch and lac exported. The advance was abnormal. Expenditure rose from 36½ to 39½ lakhs of rupees, nearly the whole of the increase of 2½ lakhs being attributable to growing establishments and to charges incidental to reorganization. The net revenue rose from 54½ to 66 lakhs of rupees, and the percentage of net to gross revenue from 59·8 to 62·6 per cent.

(b) REVENUE AND FINANCE OTHER THAN IMPERIAL.

Provincial Receipts and Expenditure.

Provincial
receipts.

177. The total Provincial receipts rose from 468½ to 488 lakhs of rupees. Provincial Funds derive the bulk of their receipts from the heads which under the settlement of 1907 were to be shared with Imperial Funds, and which have been discussed above, the receipts from wholly Provincial heads of account in the financial year 1910-11 totalling 31½ lakhs of rupees only. The Provincial share of receipts classified under *Land Revenue* advanced from 318½ to 336 lakhs. The apparent improvement of 19½ lakhs in the total Provincial receipts and of 17½ in the Provincial share of land revenue are alike due to an adjustment of the kind explained above under the title *Land Revenue*, of an additional assignment of 24½ lakhs received in the year of report. If the assignments of the two years 1909-10 and 1910-11 are excluded, the Provincial receipts of Land Revenue in

* Chetty, see preceding foot-note.

the later year, as shown in the Financial accounts, disclose a large decrease, which those accounts ascribe to delay in the preparation of assessment rolls accompanying pressure of work in connection with the census, and to diminished activity in the petroleum and fishery industries. The departmental report—*vide* Chapter II above—makes it, however, clear that there was a real check in the expansion of receipts from ordinary Land Revenue. There was an advance in the Provincial share of revenue classified under *Stamps*, in part owing to large realizations of composition duty on an issue of debentures and in part to other causes already mentioned, and under *Forests*. A large decrease under *Excise* is attributed to the effect of enhanced tariff duties and to a restrictive opium policy, and under *Irrigation, Minor Works and Navigation* adverse climatic conditions affected the incomings. The last-named is the chief of the heads of receipt which belong wholly to the Provincial section.

178. The aggregate Provincial expenditure rose from 443½ to 469 lakhs of rupees. A contribution of fifteen lakhs to the Port Trust for expenditure on the Rangoon river-training scheme and increased outlay on sanitary improvements account for an increase of 17½ lakhs in the expenditure classified under *Civil Works (Civil)*. There was an increase of more than three lakhs under the head *Police*, owing largely to the cost of frontier expeditions; and an increase of two lakhs under *Law and Justice, Courts of Law*, accompanied the appointment of additional Judges and the trial of cases in connection with misappropriation of the funds of the Government Kheddahs. Expenditure classified under the head *Land Revenue* was, according to the financial settlement of 1907, to be borne entirely by Provincial Funds and fell in the financial year 1910-11 by 1½, to 65 lakhs of rupees. A decline of more than two lakhs in the *Medical* head was due, among other causes, to a change in the accounts classification followed.

Provincial
Expenditure.

The most costly Provincial service is the Police, which claimed 121 lakhs in the year of report: the grant under *Civil Works (Public Works Department)* remained practically unchanged at 67½ lakhs: Courts of Law absorbed 47½ lakhs: the Provincial share of *Forests*, 20 lakhs: Medical services, 19 lakhs: Education, 18½ lakhs: the Provincial share of the charges classified under *General Administration* cost 14½ lakhs: Jails, 13½ lakhs: Minor Irrigation Works and Navigation Canals, thirteen lakhs: and Ports and Pilotage, 12½ lakhs.

Local Funds.

179. The number of District Cess Funds stood at twenty during the year 1910-11; there is a fund for each Civil district in Lower Burma, and one for the district of Thayetmyo, which falls partly within Upper and partly within Lower Burma. The Funds are maintained chiefly by a cess of ten per cent. on the collections of ordinary Land Revenue; in their accounts, these receipts are shown under the head *Provincial Rates*. Other items of receipt are the collections from certain markets and, in some places, fees from ferries and slaughter-houses. The total receipts of the Funds increased from 28½ to 29½ lakhs of rupees. This was the net result of variations the most important of which were—a decline of nearly a lakh in the receipts credited to *Provincial Rates*: these vary with the figure of ordinary Land Revenue, and fell in the year of report along with the latter; an increase of nearly two lakhs under the head *Miscellaneous*, due chiefly to the transfer, under the orders of Government, of larger amounts than in 1909-10 from the credit balances of certain of the Funds to meet overdrawals of others: and an increase in receipts classified as accruing from *Civil Works carried out by Civil Officers*, owing to larger collections at ferries. The aggregate expenditure of the Funds fell by Rs. 16,000. There was a decrease of more than three lakhs in the expenditure carried out by Civil officers on Civil works. Expenditure on education declined slightly, and there were large counterbalancing enhancements in the expenditure under the *Miscellaneous* head, reflecting transfers between Funds: in the outlay incurred by officers of the Public Works Department on Civil works: in payments to medical officers: and

District Cess
Funds.

Cust. V.
Revenue
AND
Finance.

under *Ports and Pilotage*, in the purchase of a steam launch. All the funds were solvent at the end of the year, though some had temporarily overdrawn their credit balances during its course.

District
Funds

180. There are sixteen District Funds in Upper Burma, each Civil district, except Thayetmyo, possessing a Fund. They receive no portion of the collections of Land Revenue, but have assigned to them various sources of supply, such as market and slaughter-house fees, and fees from certain ferries; they also receive variable grants from Provincial Revenues. The aggregate revenue of the Funds declined by $1\frac{1}{4}$ to $5\frac{1}{4}$ lakhs of rupees. There was an increase of Rs. 16,000 in the receipts classified under the head *Police*, but a decline of one and a half lakhs under the head *Civil Works by Civil Officers*, no contributions for public works having been made by the Local Government during the year. Expenditure fell slightly on the whole. All the Funds were solvent at the end of the year except the Shwebo District Fund, which closed with a small deficit.

Other
Funds.

181. The number of Cantonment Funds stood at seven and, in the aggregate, neither income nor expenditure varied much from the figures of the preceding year. Two of the Funds—those at Bhamo and Shwebo—closed the year with credit balances of small amounts; as regards the other five, no apprehension of insolvency exists.

The number of Town Funds was seventeen, as against sixteen in 1909-10. The Town Fund of Insein became a Municipal Fund, but two new Funds were created, for the towns of Nattalin and Pyawbwe. The aggregate income rose by Rs. 28,000, to five lakhs approximately, whilst expenditure declined: all the Funds ended the year with adequate closing balances.

There were, as in 1909-10, six Port Funds, excluding the Rangoon Port Trust, the affairs of which are dealt with in paragraph 84, *supra*. In the order of importance, the six funds are—Moulmein, Akyab, Bassein, Tavoy, Mergui and Kyaukpadaung. The receipts of the Bassein and Moulmein Funds fell largely, the Moulmein Fund showing a diminution of more than two lakhs. The Akyab Fund enjoyed a better income than in the preceding year. All the funds were reported to be solvent at the close of the year.

The four Pilot Funds, at Rangoon, Akyab, Bassein and Moulmein, closed the year with credit balances. More rewards were paid out of the Rangoon Police Reward Fund than in 1909-10. Both receipts and expenditure of the Educational Syndicate Fund declined, and it ended the year with a credit balance of Rs. 20,885. The receipts of the Steam Boiler Inspection Fund rose by Rs. 4,000 to Rs. 58,000: the expenditure amounted to Rs. 38,000.

Road and Education Cesses.

182. No special cesses are levied in Burma for the construction and maintenance of roads and the provision of education, but the ten per cent. cess levied on Land Revenue in Lower Burma is in part devoted to education and local public works.

Municipal Revenues.

Rangoon
Municipality.

183. The gross income of the Municipality of Rangoon for the financial year 1910-11 was 47 lakhs of rupees and the ordinary income, excluding debt and advance accounts, approached 37 lakhs. There was an increase of ordinary income of $1\frac{1}{4}$ lakhs, due in part to the normal growth of receipts from taxes and in part to the realization of taxes from certain areas which were transferred from the Rangoon Cantonment to the Municipality during the year. About half a lakh in excess of the receipts of the preceding year was derived from Municipal property and powers apart from taxation, the increment accruing chiefly under the heads of market and slaughter-house fees. The gross expenditure of the year was nearly 41 lakhs; the ordinary expenditure was 34 $\frac{1}{2}$ lakhs, as compared with 32 lakhs

in the preceding year. Loan charges increased by nearly half a lakh, and half a lakh was spent in the suppression of an outbreak of glanders among the hackney-carriage ponies. One and a quarter lakhs more than in 1909-10 was spent on public works, and the census entailed special expenditure amounting to Rs. 12,000. On the other hand the expenditure on plague fell by half a lakh, owing to reduction of establishment and discontinuance of the practice of giving rewards for the destruction of rats. A 4 per cent. loan of Rs. 20,70,000 was raised, and the outstanding liabilities of the Municipality at the end of the year amounted to 187 lakhs of rupees. In this figure is included 60½ lakhs, the sum of various loans borrowed for Reclamation Works. The Town Lands Reclamation Fund appropriated fifteen lakhs of the loan of Rs. 20,70,000, and spent 7½ lakhs on works, and 4½ on loan charges. Its financial position was examined during the year. The existence in the years preceding 1908, when a scheme to regulate the future operations of the Fund was framed, of inflated values of land in Rangoon was found to have vitiated the financial forecast on which the scheme was based. The demand for land has since fallen, and until either the demand revives, or rents of reclaimed land can be raised, the ordinary receipts of the Fund will not suffice to meet more than the loan charges. Orders to curtail works were accordingly issued at the close of the year.

184. The Moulmein Municipality does not bank with Government. Excluding it and Rangoon, there were 44 Municipalities at the close of the financial year 1910-11, an increase of one over the figure of 1909-10. Exclusive of debt accounts and opening balances, the aggregate income of the Municipalities was 38 lakhs of rupees, as compared with less than 36 in the preceding year, and the ordinary expenditure rose by 3½ to 38½ lakhs. Municipal rates and taxes produced little more than in 1909-10, the total being Rs. 14,83,000: realizations under Special Acts rose, but not considerably: the revenue from Other Sources was better by three quarters of a lakh: and grants and contributions advanced by Rs. 87,000. On the expenditure side, 2½ lakhs of the additional outlay was spent on those services which are collected beneath the heading *Public health and convenience* in the accounts: three quarters of a lakh more than in 1909-10 was devoted to capital and recurring charges connected with the water-supply: one and a quarter lakhs more on conservancy: almost as much more on hospitals and dispensaries: and over half a lakh more on markets and slaughter-houses. Much of the increased expenditure was aimed at the prevention of plague, although not recorded in the accounts under the head *Plague*, under which the expenditure of the year declined by more than one lakh. Less money was, of necessity, devoted to the construction and maintenance of roads, since sanitary improvements are regarded as being of prior importance.

Other Municipalities.

The debts owed by Municipalities (excluding Rangoon) to Government amounted to 10½ lakhs of rupees at the close of the year, and to the public to more than eighteen lakhs.

Other Funds.

185. There is one Trust Fund, that of the Official Assignee. There are four Educational Endowment Funds, the Jardine, Maung Ohn Ghime, Renoung and Copleston Funds. None of the five funds banks with Government, and their transactions do not appear in the Government books.

Paper Currency.

186. The number of Government currency notes of all kinds in circulation on the last day of March rose from 1319 thousand, worth 359 lakhs of rupees, in 1910 to 1702 thousand, worth 404 lakhs, in 1911, the large expansion of the earlier year being repeated in the year of report. The local preference for ten-rupee and one hundred-rupee notes continues. The fact that the returns show a

CHAP. V.—
REVENUE
AND
FINANCE.

decline from 212 to 197 thousand in the circulation of notes of the value of one hundred rupees is explained to be due to a particular accidental cause. Apart from one hundred-rupee notes, the figures of circulation exhibit a decline in 1910-11 only in the twenty-rupee, five hundred-rupee, and one thousand-rupee denominations, and the circulation of the denominations above one hundred rupees is of minor significance as an index to the extent to which the use of notes is becoming popularized. The circulation on that day of 1911 of five-rupee notes rose by 18,000, as compared with the circulation on the same date of the preceding year: of ten-rupee notes by 39,000: and of fifty-rupee notes by 4,000. The last two denominations were made encashable at any Currency Office shortly before the commencement of the financial year 1910-11, and this fact accounts for much of the expansion. Excluding ten thousand-rupee notes, the highest circulation during the year was recorded on the 15th March 1911, when notes to the value of 410 lakhs of rupees were out. The corresponding date and value in 1909-10 were the 7th March and 390 lakhs.

CHAPTER VI.

VITAL STATISTICS AND MEDICAL SERVICES.

REFERENCES :—

- Report on the Sanitary Administration of Burma for the year 1910.
- Triennial Report on the Hospitals and Dispensaries of Burma for the years 1905 to 1910.
- Report on the working of the Government Medical School, Rangoon, for the year 1910.
- Note on the Lunatic Asylums in Burma for the year 1910.
- Triennial Report on Vaccination in Burma for the years 1908-09 to 1910-11.
- Statistics of British India, Part V.

Births and Deaths.

187. The registration of vital statistics is in force throughout Lower Burma, except in the Salween District of the Tenasserim Division and the Northern Arakan District of the Arakan Division. In Upper Burma, it has not yet been introduced into the Bhamo, Ruby Mines, Katha, Myitkyina and Upper Chindwin Districts. The Shan States and Chin Hills are also excluded from registration. The number of births in the area under registration was 307,941 in 1910, as against 306,807 in 1909, showing an increase of 1,134, and the rate was 36·04 *per mille*, as against 35·91 in 1909. In Upper Burma the statistics are unreliable, and the percentage of error found at verification is high, many births remaining unrecorded. The birth-rate for the Province is 7·91 *per mille* above the death-rate, exceeding the latter in no less than 27 districts out of thirty. There are, for the Province, 106 males born to every hundred females. No relation can be traced between the birth-rate and the course of prices.

Number of
births and
deaths.

The death-rate from all causes was 28·13, as compared with 30·18 in 1909. The decrease of 2·05 can be accounted for by the year being exceptionally free from cholera, the mortality from this cause having been 24 *per mille*, as compared with 1·33 in 1909, and by the deaths from dysentery and diarrhoea exhibiting a reduction of 40 *per mille*. From the point of view of disease, the year was a favourable one.

The provincial mortality under one year of age, estimated on the number of births in the areas under registration, was 233·24 *per mille*, against 222·69 in 1909—an increase of 10·55. The urban mortality is persistently below the figures of last year, and it is therefore in the rural tracts that the mortality has increased. Epidemics of measles in the Myingyan and Pakōkku Districts caused the death of many children, and infantile mortality is undoubtedly extremely high, but the deduced figure is to a certain extent higher than the reality, since in many cases the death is recorded but not the birth, and it is on the figure of births that the mortality calculation is based. The chief actual causes of infantile mortality are want of trained midwives, bad nursing, and improper feeding.

188. The recorded causes of death were as follows :—

Causes of
death.

	1910	1909
Cholera	2,011	11,381
Small-pox	1,817	1,011
Plague	7,741	6,446
Fevers	80,014	80,759
Dysentery and Diarrhoea	8,987	12,397
Respiratory diseases	6,913	7,779
Suicide	155	151
Wounding or accident	1,517	1,471
Snake bite or wild beasts	1,776	1,520
All other causes	129,428	134,439
Total	240,359	257,862

As already said, the year was remarkably free from cholera; deaths numbered 2,011 only, as compared with 11,389 in 1909, and the death-rate was '24 as against 1'33. Small-pox caused 1,817 deaths, as compared with 1,011, the death-rates in the two years being respectively '21 and '12. Upper Burma was noticeably free from the disease. The highest mortality occurred in March and April, the lowest in October. The districts in Lower Burma which exceeded the quinquennial mean ('47), were Rangoon, 1'67, Myaungmya, '70, Pegu, '80 and Toungoo, '60. In Upper Burma, Yamethin had the highest mortality, with '15.

Plague.

189. The number of deaths and the death-rate from plague were 7,741 and '91, as against 6,946 and '81 in the previous year, showing an increase of 795, or '10. The increase occurred entirely in rural areas, particularly in Upper Burma, and was due to the extension of the disease in the Sagaing Division during the opening months of the year and its introduction into rural areas previously uninfected. For the Province, the months showing the highest mortality are March, followed by February, April, January and December. The lowest death-rates are reported in September. All the districts in Burma were affected with plague except Akyab, Kyaukpadaung and Sandoway in the Arakan Division, Tavoy and Mergui in the Tenasserim Division, and Pakokku, Minbu and Magwe in the Magwe Division (Magwe showed only two imported cases). The only districts newly infected were Maubin and Myingyan. Nineteen towns in Lower Burma recorded a higher death-rate than the provincial urban average, 5'54.

The preventive measures carried out in the 1909-10 plague season were earth-oiling, disinfection, evacuation, inoculation, the destruction of rats by (a) poisoning with the Danysz virus, (b) trapping, (c) driving, and building rat-proof houses and rendering houses amenable to ratting. In the Pegu Division, trapping is carried out in a systematised manner. A town is divided up into mapped trapping squares, each containing approximately two thousand inhabitants, and in each of these squares one hundred traps are employed. The traps are moved round the square, each trap remaining in a house for three days. The number of rats caught is marked on the maps which form the basis on which the work is carried out. Driving was conducted by surrounding the house with wire netting, opening up the corners which shelter rats between the wooden sides of the house and the circular supporting pillars of the roof, the removal of one foot of the ceiling where it was in juxtaposition with the walls, or of the whole ceiling if necessary, and taking up wooden floors. The furniture and household effects were removed and the place thoroughly searched. Rat holes were excavated, or smoke was blown into them, effectually killing the rats. The effect of such a drive is to produce a rapid decline in the rat population, and reproduction to the normal strength is retarded for some months. In April 1910 the effect of these methods was considered, and the following measures were advocated:—(1) Evacuation of small towns and villages and of larger riverine towns, near which the existence of extensive areas of sand render the measure easy of adoption. The towns in which this was successfully accomplished were Magwe, Katha and, to a certain extent, Myingyan; (2) Inoculation of those who would accept it, particularly of plague establishments, and of persons in infected areas who were unwilling to migrate; (3) The systematic trapping of rats, which was in smaller towns such as Paungde successful in preventing an outbreak, but in large towns like Prome had no appreciable result; and (4) the destruction of rats by means of driving. The attempt to build rat-proof houses, earth-oiling, and disinfection were commenced. The total number of rats killed in the Province during 1910 was 1,659,398. Unfortunately it is impossible to obtain any reliable statistical data establishing the result of these measures, for many cases of death from plague are undoubtedly concealed and the disease itself is subject to marked periodicity. Comparison of the mortality among persons inoculated against plague with the mortality among the non-inoculated is also subject to great possibility of error, as a large proportion of the latter fly from the infected area. The number of inoculations performed was 37,505. The number of non-inoculated persons in the areas where inoculation was performed was 1,351,201. There were 48, or '13 per cent., attacks, and 20 or '05 per cent., deaths amongst the inoculated, compared with 5,132, or '38 per cent., attacks and 4,886, or '36 per cent., deaths amongst the non-inoculated.

190. The highest death-rate was recorded under the head of Fevers, but, at any rate in rural areas, every doubtful death is ascribed to this cause. Of the 80,014 deaths, 44,168 were males and 35,846 females, the rates being 10·12 and 8·58 *per mille*, respectively. The death-rates were 8·89 in Upper and 9·62 in Lower Burma, as against 9·47 and 9·44 in 1909, and 7·88 and 9·62, the quinquennial mean. To encourage the use of quinine as a prophylactic and remedy for malaria, one-grain and five-grain tablets were manufactured by the Central Jail, Rangoon. A full box containing ten five-grain tablets or fifty one-grain tablets was issued at a cost of one anna to the purchaser, or ten grains for one pice. Eight full boxes were made up into a packet containing four hundred grains, and these packets were issued at a cost of four annas each to the licensed distributing agents, who were authorised to sell each packet for six annas. The agency of distribution was the local Treasury, and, through it, the Post Offices and licensed vendors. There was a large increase in the sale. The number of tablets issued was 3,498,000 five-grain tablets, in 43,725 packets, and 8,578,400 one-grain tablets, in 21,446 packets. Of these, 19,699 packets, or 1,575,920 five-grain doses, and 9,510 packets, or 3,804,000 one-grain doses, were disposed of by Treasuries.

CHAP. VI.—
VITAL STA-
TISTICS AND
MEDICAL
SERVICES.
Fevers.

Emigration and Immigration.

191. The number of immigrants recorded at the ports of Rangoon, Moulmein, Kyaukpyu, Tavoy, Mergui and Akyab was 331,170, as compared with 284,314 in 1909, when no statistics were available for Akyab. In the year of report 36,623 immigrants landed at Akyab, and this number, if the two years were commensurate, would bring the 1909 total to 320,937, and imply an increase of 10,233 immigrants in 1910. No record of immigration or emigration is maintained at the port of Bassein. The number of emigrants who left the named ports during the year (with the exception of Kyaukpyu, which has not furnished returns) was 298,613 as against 301,930 in 1909.

Medical Relief.

192. Nine new institutions were opened during 1910, bringing the total number of hospitals and dispensaries to 259. A new General Hospital was opened at Rangoon and marked a memorable event in the history of the medical administration of the Province, for the edifice is one of the finest in the East.

Hospitals
and Dispensaries.

193. There was an increase in the total number of patients treated at hospitals and dispensaries coming under the cognizance of Government, from 1,420,473 in 1909 to 1,550,703 in the year of report. The daily average attendance of women for in-door treatment showed only a small increase during the triennial period ending with 1910, and the figure for that year was appreciably below the figure of 1909, but there was a steady increase in the number of female out-door patients, notwithstanding the fact that the out-door department of the Dufferin Maternity Hospital at Rangoon was closed for a greater part of the year. The Burmese population contributed 53 per cent. of the total number of patients treated at hospitals and dispensaries.

Attendance
and treatment.

The classification of the principal diseases was revised and brought into conformity with that of the 4th Edition of the *Nomenclature of Diseases*, 1906. The chief diseases treated were malaria, diseases of the eye, diseases of the digestive system, and ulcers and other diseases of the skin. The number of cases of small-pox treated rose from 342 to 1,135, owing to a severe epidemic in Rangoon. Cases of cholera treated fell from 905 to 219. As usual, malaria contributed the largest number of patients, the number increasing from 169,695 to 177,781. The amount of malarial fever coming under treatment in Rangoon is noticeably small. Cases in which disease of the eye was treated increased by 5,453 in 1909, and by no less than 14,484 in the year of report. In Rangoon, thirty-three per cent. more cases were treated than in the preceding year. In Mandalay, a well equipped eye-hospital was

CHAP. VI.—
VITAL STA-
TISTICS AND
MEDICAL
SERVICES.

erected by private charity. The number of operations of all kinds increased from 37,670 to 40,470. Major operations numbered 995, as compared with 921 in 1909 and 780 in 1908. There were 693 lepers treated as in-door patients in different asylums in the Province, as against 757 in 1909. A large ward for girl-lepers was provided at the English Wesleyan Mission Home for Lepers in Mandalay. The Nastin treatment was unfavourably reported on by all the Superintendents of Leper Asylums.

General.

194. Medical expenditure under all heads amounted to Rs. 13,71,774, an increase of Rs. 33,000 over the figure of 1909. Among causes contributing to the increase may be mentioned the equipment of the new General Hospital at Rangoon, the increase in the number of hospitals and dispensaries and in the number of patients treated, and promotion of Medical Officers and subordinates. The only heading which disclosed a large decrease was *Buildings and repairs*, and this was due to the approaching completion of the Rangoon Hospital. The income of hospitals and dispensaries was Rs. 14,23,615, or some Rs. 28,000 more than in the preceding year. Contributions from Government amounted to 48.81 per cent., and from Local Funds and Municipalities to 45.49 per cent., of the gross income.

The cadre of the Indian Medical Service, and the number of Uncovenanted Medical Officers and Military and Civil Assistant Surgeons in independent charge of Civil Stations, remained the same throughout the year. Two appointments of Civil Assistant Surgeon were added. Four appointments of Sub-Assistant Surgeon were abolished and the cadre was nineteen short of strength at the close of the year. The service continues to be unpopular in the Province. Detailed proposals fixing a provincial scale of pay received the approval and sanction of the Government of India after the close of the year.

Steady progress was made at the Laboratory attached to the General Hospital, Rangoon, both in the direction of regular bacteriological investigation and in that of *post mortem* examination, the number of such examinations reaching the high figure of 675. Bacteriological work was also performed at the General Hospital, Mandalay.

Ten midwives have been passed out of the Dufferin Hospital under the "Results-system Midwives" scheme, and nine more students are under training. The details of the scheme for the training annually in sick nursing of ten Burmese and Karen women at the General Hospital, Rangoon, were approved by Government, and its introduction awaits the allotment of funds. The number of students at the Government Medical School at the end of 1910 was 29, against 28 at the end of the previous year. This number excludes the first contingent of ten final-year students, who have passed their qualifying examination.

Lunatic Asyl-
lums.

195. The number of patients in the Rangoon and Minbu Asylums rose from 623 to 641. Accommodation at the Rangoon Asylum was again increased by the erection of additional buildings, and over-crowding was also relieved by the transfer of twelve female lunatics to India and 25 harmless criminal lunatics to Minbu. The health of the inmates was on the whole good; the rate of mortality fell, and there was no outbreak of epidemic disease. The figure of daily average sickness rose, but was almost compensated by an increase in the percentage of patients cured. It is hoped to obtain shortly an improved water-supply for the Rangoon Asylum. The water filtration gallery and distribution system at Minbu worked efficiently during the year.

Sanitation.

Principal
works and
expenditure.

196. More than 45½ lakhs, or 29.80 per cent. of a total income of nearly 143 lakhs, was expended in 1910 by urban and rural authorities on sanitary works; of the aggregate percentage, 8.22 was spent on water-supply; 3.40 on drainage; 8.72 on conservancy; and 9.46 on other sanitary works. Of the total amount, 45.70 per cent. was obtained from Municipal Funds, and 26.83 from funds of non-Municipal towns, while 5.66 per cent. of the income of the District Cess Funds was expended on improvements in rural areas. A scheme

to supply water to the town of Minbu from an infiltration well, at an estimated cost of Rs. 35,698, has been sanctioned, and funds have been allotted by Government. Schemes of water-supply for the towns of Pegu, Mandalay, Meiktila and Yamethin, estimated to cost Rs. 3,16,833, Rs. 12,94,804, Rs. 20,054 and Rs. 91,793, respectively, have been prepared and submitted for sanction. Surveys in connection with the supply of water to Pyinmana and Yandoon were completed during the year, and the projects are under preparation. Proposals for supplying Ma-ubin and Thazi towns are under consideration, and preliminary estimates have been prepared and are being examined. An estimate for the installation of Jewel filters and other appliances at Maymyo was prepared and submitted. Tube wells were sunk during the year at Paungdè, Gyobingauk, Zigôn, Thazi, Magwe, Shwegu in the Bhamo District, and in three villages in the Katha District.

The main objects of the sanitary works, other than large water-supply and drainage schemes, carried out during the year were—

- (a) Reclamation, in which the employment of a dredger to raise the level of low-lying delta regions is the most striking feature.
- (b) Increasing the number of tube and Abyssinian wells.
- (c) Increasing the number of ponds with a protected drainage area, for the supply of drinking water to small towns and villages.
- (d) Improving markets, insanitary dwellings, and the drainage in the larger towns.

The reclamation of the site of Pyapôn town by means of the dredger "Frederick Fryer" is note-worthy, as the town is rising from a low water-logged area to a level capable of drainage and advanced sanitation. During the year, 77 acres were reclaimed in Rangoon Town, 57 acres in East Rangoon and twenty in West Rangoon, but the financial position of the Town Lands Reclamation Fund is weak, and it has been found necessary to curtail expenditure on works. Under the Promc House-Improvement scheme, twenty-five houses were rebuilt, and 72 equipped with new roofs, plinths, floors, etc., the whole expenditure being met from Provincial Funds. Improvement of the drainage was undertaken at Henzada, Bassein and Mandalay and the remodelling of markets at Mandalay, Pyinmana and at Thóngwa in the Hanthawaddy District. Improvements were effected by opening up spaces in the Civil Station at Akyab, and a sum of Rs. 20,927 was paid as compensation to owners for the removal of congested dwelling-houses. The septic tank at Maymyo was remodelled at a cost of Rs. 8,300. Sluice gates were constructed at Kyaukpyu for the purpose of flooding with sea-water the areas most infested with mosquitoes.

A meeting of the Sanitary Board was held, and the following business transacted :—

- (1) Approval was given to a scheme for supplying Kyaiklat with water.
- (2) Objections were raised to a water-supply scheme for Kyaukpadaung.
- (3) Details of the laying-out of the site of the proposed new Railway Town of Gamônseik were settled.

Vaccination.

197. The area under vaccination remained unaltered during the year 1910-11. There was an increase in the staff of one Native Superintendent of Vaccination and two Vaccinators. The number of vaccinations performed in the Province was—Primary, 347,513. Re-vaccination, 47,380, as compared with 348,141 and 47,303 in 1909-10. The average number of vaccinations performed by each vaccinator declined to 1,466, as compared with 1,475 in 1909-10. The district in which the highest number of operations was recorded was Amherst, where 32,726 cases were vaccinated, an increase of 10,246 over the previous year's figure. The next highest was Rangoon, with 31,202 cases, an increase of 2,010 cases. The Southern Shan States recorded 20,631 vaccinations, an improvement of 4,888 cases. These large increases were, however, exceptional, and out of forty districts 21 show a decrease when compared with the returns of 1909-10. The district in which the largest decline

Vaccination.

CHAP. VI.—
VITAL STA-
TISTICS AND
MEDICAL
SERVICES.

was recorded is Pakòkku, where the vaccinations performed were 7,408 fewer. Mandalay follows, with a reduction of 6,402 cases; and Sagaing, Thayetmyo and Tavoy show markedly fewer vaccinations than in the preceding year. The number and percentage of successful primary vaccination cases in which the results were known was 317,766 and 95·50, as compared with 319,001 and 95·27 in 1909-10. The percentage of successful re-vaccinations was 67·81, as against 61·58 in 1909-10. In Lower Burma, the percentage of protection to the total number of infants available was 24·31, as compared with 23·71 in 1909-10. In Upper Burma the percentage was 48·30, a figure largely in excess of the Lower Burma average. The proportion *per mille* of the population successfully vaccinated was 28·26, as compared with 32·66 in 1909-10. The figures of 1910-11 are, however, based on the 1911 Census; if the proportion had been based on the 1901 Census, the figure of protection *per mille* would have been 32·52. The number of successful vaccinations in Municipalities was 32,308, as against 44,057 in 1909-10. The percentage of success to the number vaccinated was 96·13 in primary cases, and 58·35 in re-vaccination. A satisfactory degree of protection is afforded in about 24 out of 47 towns in which the Vaccination Act is in force. In Prome, Paunglè, Kyaukpyu, Nyaunglèbin and Bhamo, less than half the number of available children have been vaccinated. In several towns the returns show on the other hand more children vaccinated than the number available for vaccination. The number of vaccinations performed by Medical Subordinates at dispensaries was 18,133, as compared with 12,261 in 1909-10 and 14,087 in 1908-09, showing a considerable increase during the year. The percentage of verified primary successes was 95·73 in 1910-11, as contrasted with 94·82 in 1909-10 and 94·24 in 1908-09. Verification by Civil Surgeons rose slightly, the percentage of inspection to the total number vaccinated in primary cases being 10·69, as compared with 10·42 in 1909-10. The inspection work performed by Native Superintendents of Vaccination has increased during the past three years: the percentage of inspection to the total number vaccinated rose to 53·06 (primary) in the year of report, against 50·96 in 1909-10.

General.

198. There are now three Vaccine Depôts in Burma, at Meiktila, at Rangoon, and at Loi-mwe. The last-named Depôt was opened during 1910-11. During the year, three Native Superintendents of Vaccination, 116 District Vaccinators, and 39 Apprentice Vaccinators underwent training at the Meiktila Depôt. The practice of inoculation is reported from many districts, and in Hanthawaddy, Myaungmya, Pegu, Ma-ubin and Pyapôn, outbreaks of small-pox were traced to the visits of inoculators. In the Ma-ubin District 82 deaths from small-pox were the result of inoculation. The expenditure on vaccination amounted to Rs. 1,93,279 in 1910-11, as compared with Rs. 1,80,784 in 1909-10 and Rs. 1,49,847 in 1908-09. The increase was due to growth in the numbers of the establishment, and to increments in the rates of pay, which rise with length of service. A sum of Rs. 1,22,875 was spent on establishment; Rs. 58,940 on travelling allowance; Rs. 11,464 on contingencies; and Rs. 17,810-8-1 on the Meiktila Vaccine Depôt (this figure including the pay of Apprentice Vaccinators sent to the Depôt for training). The portion of the total expenditure borne by Government amounted to Rs. 86,576, by Local Funds to Rs. 79,940, by Municipalities to Rs. 22,052, and by Native States to Rs. 4,711.

CHAPTER VII. INSTRUCTION.

REFERENCES :—

Report on Public Instruction in Burma for the year 1910-11.

Statistics of British India, Parts VI and VII.

General System of Public Instruction.

This is described in paragraphs 209 to 242 of the *Report on the Administration of Burma* for the year 1907-08.

Education.

199. Among the special incidents which marked the year 1910-11 were the creation of a limited number of permanent salary grants for teacher-managers in Vernacular schools, an investigation into the system of grants applicable to European and Anglo-Vernacular schools, the framing of regulations in connection with drill and calisthenics, the preparation of and receipt of general approval to a scheme for rebuilding the Government College at Rangoon, the transfer of the two Municipal schools at Ma-ubin and Myanaung to Government, the completion of the revision of the Code for European schools, the appointment of a Committee for the revision of vernacular readers, and consummation of the instructions of the Government of India regarding religious teaching in Government schools. The number of appointments in the Indian Educational Service was increased from thirteen to fifteen, by the creation of a Professorship of Physics and the transfer of the Professorship of English at the Government College from the Provincial to the Indian Educational Service. The Subordinate Educational Service was increased by the transfer of teachers from Municipal to Government schools, and by the creation of six Deputy Inspectorships. The last of the itinerant teachers left the Department on the 30th September 1910.

Educational measures.

200. Public schools are those which teach to a curriculum prescribed by Government or a University, and which are inspected by the Education Department. All other schools are Private. There was a decrease both in the number of Public schools and in the attendance, the decline being confined to Primary schools. Private institutions increased in number, but their attendance fell. The figures relating to these institutions cannot, however, be relied on, as the Department has no adequate means of collecting or verifying them. There are from sixteen to seventeen thousand such institutions in the Province, and a large majority of them (over 15,900) belong to the Buddhist monastic order. The decline in Public schools is confidently stated to be the result of the reduction of grants which has accompanied the financial stringency from which the Province is suffering. There was, however, an advance in the stages above the Primary. It is too early yet to judge of the value of the religious instruction now being imparted in some Public schools but, where such instruction is given by a *pōngyi*,* an improvement in the tone of the schools has been noticed. The number of hostels and the number of pupils attending hostels increased during the year. The want of hostel accommodation at the Government College was supplied, to some extent, by the opening of a branch in a private dwelling house in the neighbourhood. Physical drill was practised in more schools than in 1909-10, and new regulations have now been sanctioned the effect of which will be to make drill and calisthenics compulsory in certain standards of Anglo-Vernacular and European schools. Football continues to be the game most liked, but hockey is gaining in popularity.

Public and Private schools, and general remarks.

* Buddhist monk.

CHAP.
VII.—
INSTRU-
TION.
Number of
schools and
scholars and
expenditure.

201. In the year of report, the number of colleges and schools of all kinds—Private as well as Public—was 23,061, against 23,291 in 1909-10, and the attendance was 429,992 pupils, of whom 74,770 were girls, against 433,973, of whom 74,173 were girls, in the earlier year. The number of schools decreased by '99 per cent. and the attendance by '92 per cent. There were 6,562 Public institutions, with 259,161 pupils, and 16,499 Private institutions, with 170,831 pupils. The total expenditure on education was Rs. 43,62,581, as compared with Rs. 42,71,018 in 1909-10. Provincial Funds supplied 16½ school fees 14½, and Local Funds and private sources 12½ lakhs of rupees towards the aggregate expenditure.

Primary
education.

202. The term *Primary School* in Burma includes European, Anglo-Vernacular, and Vernacular schools which teach up to the Fourth standard and, for certain purposes, the Primary departments of Secondary schools. In Public Primary institutions there was a marked decline in the number of pupils which affected Vernacular schools of the Pegu, Magwe, Meiktila and Irrawaddy Civil Divisions, and of the Southern Shan States. The falling off was not, however, general, being confined to Primary schools proper: in Secondary Vernacular schools, both the Upper and Lower Primary standards showed increases and, even in Primary schools, the loss in the Upper Primary standards was slight: it was elementary Vernacular education that suffered. The figures were as follows:—

	1909-10	1910-11.
Pupils in Primary schools	185,165	177,668
Pupils in the Primary departments of Secondary schools.	60,865	63,446
Total	246,030	241,114

The decline is attributed to various causes, the chief being the reduction of grants. The expenditure on Primary education for boys, including the cost of the Primary departments of Secondary schools, fell by more than three quarters of a lakh, to Rs. 15,44,058, against Rs. 16,21,222 in the previous year. Provincial Funds contributed nearly four lakhs, District Cess and Municipal Funds three-and-a-quarter and one and a half lakhs respectively, and 6½ lakhs came from fees and other sources. The total cost of Primary education, for both boys or girls, and inclusive of figures for the Primary departments of Secondary schools, approached eighteen lakhs.

Secondary
education.

203. All schools possessing a standard above the Fourth are designated *Secondary*, and Secondary institutions fall into three classes—European, Anglo-Vernacular and Vernacular. Schools for Europeans and for girls are discussed in separate paragraphs *infra*. The number of Anglo-Vernacular Secondary boys' schools rose in the year from 97 to one hundred, and the attendance from 20,437 to 20,666. These figures include Secondary schools with Primary departments. The growth in attendance accrued in the High and Middle standards, a slight decrease appearing in the Primary stage. In schools of this kind, 3·6 per cent. of the scholars were in the High stage, 34·2 per cent. in the Middle, forty per cent. in the Upper Primary and 22·2 per cent. in the Lower Primary stage. Of the hundred schools, 22 are High and 78 Middle schools.

Vernacular Secondary schools rose in number from 650, with an attendance of 45,622, to 684, with 48,049 pupils. Of the 684 schools, only eleven are High Schools. Of the pupils attending Vernacular Secondary schools, forty-one belonged to the High stage, 11·2 per cent. were in the Middle, 22·7 per cent. in the Upper Primary and 66 per cent. in the Lower Primary stage.

The results of examination in Secondary schools were as follows:—

Examination.	Number presented.	Number passed.
Anglo-Vernacular High School Fin 1	64	27
Calcutta University Matriculation	138	93
Anglo-Vernacular Seventh Standard	1,523	734
Vernacular Ninth Standard	5	3
Vernacular Seventh Standard	1,760	306

The expenditure on Secondary education rose from 17.76 to 18.29 lakhs of rupees, and of this amount 5½ lakhs came from Provincial Funds, eight lakhs from fees, and the remainder from Municipal and District Cess Funds and from other sources.

CHAP.
VII.—
INSTRUC-
TION.

204. Collegiate Education continued to expand. At the Government College at Rangoon the average monthly number on the rolls rose from 220 to 268: at the Baptist College at Rangoon the average number was 44, with a total enrolment of 55. The large majority of the students are Burmese. They take up chiefly English, Mathematics, Pali and Chemistry, and a beginning has been made with Logic and Philosophy. A certain number of Normal school students take the Arts Course in the Government College, in addition to their own course at the Government Normal school. In the Law classes attached to the Government College, three students succeeded in passing either the Preliminary or the Final examination for the degree of Bachelor of Laws (Calcutta): they were, however, natives of India, and the Professor considers the Calcutta University courses in Law ill-adapted to the needs of Burmese students. In other University examinations Burmese students did creditably, especially in Pali. At the Medical College, Calcutta, a Burmese lady-student qualified as Licentiate in Medicine and Surgery. At the Intermediate Arts Examination, 54 candidates passed out of one hundred presented, the percentage being higher than in the previous year, when 39 out of eighty candidates succeeded. At the examination for the degree of Bachelor of Arts, thirteen out of 23 candidates were successful, against eight out of twelve candidates in 1909-10. Of the candidates who passed this examination, one obtained second-class Honours in English, and three second-class Honours in Pali. Among other students, there are nine Burma Government Scholars in the Medical College, Calcutta; thirty-four are preparing for work in Burma at the Royapuram Medical School, Madras; and forty-four, of whom thirty receive Government stipends, are at the Rangoon Medical School. The expenditure on Collegiate education increased from approximately one lakh to Rs. 1,15,459. Of this total, Provincial Revenues contributed more than half a lakh, and the remainder came from fees and other sources.

Collegiate
education.

205. The number attending the Government School of Engineering again decreased, and it is evident that the school is not popular with Burmans, who are little attracted by the conditions of service and emoluments offered by the Public Works Department. When, however, the effects of the recent reorganization are felt, and the three classes of the three years of the Technical High School are fully constituted, it is hoped that the numbers will rise. Steps have been taken to reduce the number of Indian students: out of forty-five students in the school in 1910-11 thirty-three were Indians.

Technical
education.

The number of pupils in the Apprentice classes of the Reformatory and other Industrial schools rose slightly. Marked improvement was shown in the number who took up Drawing. The numbers taking up needlework also advanced. The number of Survey schools, nineteen, remained unaltered, but there were 56 pupils fewer than in 1909-10. The decrease has been noticed in Chapter II above, *vide* the section headed *Land Records*. The technical subjects taught during the year were drawing, music, weaving, lace-making, Slöjd, needlework, clay modelling, printing, book-binding, carpentry, cane work, tin-smith's work, shoe-making, hygiene, science, cutting-out, cooking and dress-making. Of the schemes discussed at the Conference on Technical Education held in November 1909, only that relating to the introduction of manual training in selected schools has been definitely approved.

206. The Province possesses twelve Normal schools. Five Normal schools for men are under Government: of these, two comprise both Anglo-Vernacular and Vernacular departments: one is Anglo-Vernacular; and two are Vernacular only. Three similar schools are under Missionary control. All the Normal schools for women, four in number, belong to Missions; of these, two are Anglo-Vernacular, one is Vernacular, and one is both Anglo-Vernacular and Vernacular. Some

Training
schools.

CHAP.
VII.—
INSTRUC-
TION.

women students attend the Normal schools for men. At the Normal schools for men, the number in attendance in the year of report receded. The attendance at the women's schools rose, but not sufficiently to compensate for the decline in the men's schools. The total number of students of both sexes was 375, as against 404 in 1909-10. The percentage of successes to presentations at the annual examination in Theory rose, for Normal school students, from 68 to eighty. In the case of outside candidates, it rose from eight to 47 per cent., a remarkable improvement. The number of trained or certificated teachers in the Province now numbers 2,440, comprising 1,473 teachers with a Vernacular, 866 with an Anglo-Vernacular, and 101 with an European qualification. In addition, there are 224 pupil-teachers in Vernacular schools. The expenditure on Normal schools in 1910-11 was Rs. 1,60,471, as compared with Rs. 1,51,283 in the previous year. Provincial Funds contributed nine-tenths of the expenditure.

European
schools.

207. The total number of European students rose from 3,680 to 3,885, of whom 417 attend schools for non-Europeans. Boys numbered 2,020, and girls 1,865. The figures of attendance in Arts Colleges, Secondary schools and Training schools increased: in Primary schools there was a small decrease. The majority of pupils are centred at Rangoon, Mandalay, Moulmein and Maymyo. The new curriculum sanctioned in 1909 is being gradually introduced: the High School examination was still held under the old course, but the Middle and Primary departments and Standard VIII took the revised course. The total outlay, exclusive of boarding fees, on European Education was Rs. 3,89,939, or some three thousand rupees less than in 1909-10. Of this expenditure Government provided a little less than one-half. The following table shows the results of the annual examinations:—

Examination.	PRESENTED.		PASSED.	
	Boys.	Girls.	Boys.	Girls.
European High School	20	24	14	19
European Middle School (Standard VII)	82	104	64	69
European Primary (Standard IV)	200	180	147	171

Education of
special
classes.

208. The number of Mahomedans under instruction increased from 12,981 to 14,729. About two-thirds of the number attended Public institutions, and nearly one-half were in the Primary stage. There was a slight decrease in the attendance at Colleges and Anglo-Vernacular Secondary schools, the numbers falling from 330 to 302. There are two Anglo-Vernacular schools in Rangoon, and one in Akyab. Elementary unregistered Koran Schools increased by twelve, adding 728 pupils to the figures of the preceding year for these schools. The number of Mahomedan girls under instruction in Public institutions rose from 1,422 to 1,729 and in Private schools from 1,059 to 1,231. The attendance in Public institutions for other special classes increased by 1,100 pupils, chiefly in the categories of Karen, Shan and Chin Vernacular Public schools under private management. The Taungthusek back, as regards both the number of schools and pupils. Karens exceed any other community in numbers, and Christian converts, among whom are many girls, probably constitute a large majority of the scholars.

Female
education.

209. The number of girls attending Public institutions rose from 70,106 to 71,032. The main increase occurred in Secondary schools, Primary schools as such and Special schools both showing a decrease. In addition, 3,723 girls attended Private schools. As was the case last year, the numbers attending girls' schools fell, while the number of girls in boys' schools rose, seventy-five per cent. of the total number attending boys' schools. The distribution of girls over the different stages was: Collegiate stage seventeen, High 99, Middle 1,332, and Primary

69,140. The remaining 444 girls belonged to Training and Special schools. The expenditure on Vernacular schools for girls was Rs. 1,27,985, and on English (European and Anglo-Vernacular) schools for girls Rs. 2,47,151. As in the previous year, twelve per cent. of the total direct expenditure from public funds was devoted to girls' schools.

CHAP. VII.—
INSTRUCTION.

210. The number of boys in the Reformatory stood at 105, as compared with 86 in 1909-10. Sixty-four were Buddhists, fourteen Hindus, sixteen Mahomedans, and eleven were of other races. At the annual examinations, 77 out of 84 passed in the literary subjects, and 53 out of 55 in the technical courses, which comprise carpentry, tin-smith's work, cobbling and cane-work. The net expenditure on the Reformatory was Rs. 15,042, as compared with Rs. 13,551 in the preceding year.

Insein
Reformatory
School.

Literature and the Press.

211. The total number of publications (including 23 re-publications and three new editions) registered during the calendar year 1910 was 373, a number which shows a much larger increase than any recorded previously. In 1907 the figure stood at 171; in 1908, at 221; in 1909, at 246. The advance of over one hundred in the year of report was chiefly due to an increase of 41 in the number of dramatic works registered, and the number of religious publications also rose considerably. The number of publications written in Burmese rose from one hundred to 227, and in English from fifteen to 23; publications written in Pāli and Burmese (75) and in Pāli (twenty) declined. Works were classified according to subject-matter among fifteen heads during the year, and the classification was more accurate than in previous years. Politics play no part in the literature of the Province and the literary output was not affected by the Press Act, which came into force in the early part of the year. The increase in dramatic publications is noteworthy; the average number of copies to an edition may be taken as three thousand, and there were therefore some 180,000 copies of dramas disseminated through Burma from various presses during the year. The plays—which bear many curious resemblances to the mediæval Mystery, especially in the juxtaposition of sublime and vulgar—are interspersed with indecencies, often of a gross kind, and the Departmental report expresses apprehension lest corruption of the mind of the Burmese may not accompany this broadcasting of doubtful literature. Two works of fiction appeared, one of which was a novel written in Burmese but drawn up on more or less occidental lines. Under the heading of *Language* appear the usual Pāli and Burmese works on Pāli Vocabulary and Grammar, and there were also published several translations and 'Keys' to educational works. Of legal publications appeared among other works an English treatise on Buddhist Law from the pen of a Burmese author, and an edition of the Code of Civil Procedure, by Burmese joint-authors. Among miscellaneous works, there were published a Burmese Manual of Shorthand, a Burmese translation of the *Citizen of India*, and 'The Euro-Asian,' a book published under the auspices of the Anglo-Indian Empire League. Seven books appear under the sub-head *Poetry*, and this small category comprises works in Burmese, Arabic, Urdu, and a volume of occasional verse in English. About two-fifths of the publications were classified as religious works, the great majority being written in Burmese or Pāli, or both. The name of the Ledi Sayadaw, prominent in the past, does not appear in the year of report. A discourse—in English—on Diligence by Silicara Bhikku is a somewhat unusual feature in the list of religious works. *Science* comprised a manual of hygiene and some Burmese text-books of mathematics and geography. Under the heading *Art* fall ten books of Burmese designs, graduated for the use of Standards I—X in all schools where Drawing is taught.

Publications
registered.

212. Excluding the Government Central Press at Rangoon—which issues periodically four Official Gazettes, the proceedings of the Local Government, the official Civil List, the History of Services of the officers of Government in Civil employment, this annual *Report of the Administration of Burma* and various

Presses,
newspapers
and periodicals.

CHAP. VII.—
INSTRUC-
TION.

Departmental reports and commercial publications—the Jail Branch Press at Rangoon, and the Government Branch Press at Maymyo, there were in 1910-11 102 presses at work in the Province, against 88 in the preceding year. Rangoon reported forty—an increase of seven—the Mandalay District 25, and the Amherst District eight presses, two of the eight being new undertakings. Except in Mandalay Town, the number of presses in the Upper Province is small, the Shwebo, Thayetmyo and Pakōkku Districts alone containing presses.

The returns continue to draw no clear line between newspapers and periodicals. For the Province the number of newspapers reported is 45, and of periodicals eighteen. Of the newspapers, 26 are either published in English or are bilingual, English being one of the languages, eleven are published in Burmese, and five in Karen. Six newspapers are issued daily, five of the six appearing in Rangoon and one in Mandalay: five triweekly: and eight appear twice in the week. The most important daily newspapers are the *Rangoon Gazette* and the *Rangoon Times*.

Literary Societies.

An account of some of these is given in paragraphs 487 to 489 of the *Report on the Administration of Burma* for the year 1901-02, and in paragraph 282 of the *Report* for the year 1904-05.

Rang'on
Societies.

213. During the year 1910-11 the *Rangoon Literary Society* slightly increased its membership and income and added to its library. The *Rangoon Teachers' Association*, besides adding to its library, provided lectures and evening classes in various subjects and the number of visitors increased. The *Bernard Free Library* had a less active year. There were in all 17,712 visitors, a decline of more than a thousand from the figure of the previous year. The number of borrowers at the end of the year was 1,070; there were 286 admissions and 207 removals of names. More volumes were lent out than in the previous year and steps continued to be taken to preserve and copy old and worn out Talaing manuscripts. The closing balance of the Library Fund declined by Rs. 1,700, to Rs. 4,500. The *Chinese Empire Reformation Association*, one of the objects of the foundation of which is said to have been the promotion of literature, appears to have directed its activities in part into political channels during the year. Revised rules for the *Bar Library* came into effect and the number of members steadily increases. The membership of the *Rangoon Pleaders' Association* fell. The *Buddhist Propaganda Society* increased its membership from 1,210 to 1,684, and continued to maintain Buddhist monks for the purpose of preaching, and to issue a journal devoted to the inculcation of Buddhist doctrine. It has received permission from Government and from some Municipalities to impart religious instructions in schools. The *Young Men's Buddhist Association* established many affiliated societies under the same name, these now numbering fifteen, and its membership increased.

Arts and Sciences.

214. The condition of financial stringency persisted, and the proposal to appoint an expert as Provincial Art Officer was not revived. The Provincial Art and Handicrafts Exhibition was held in December 1910 at Rangoon, and another exhibition on the same lines was held in the preceding month at Bassein, where prizes were offered for silver work, wood-carving, umbrellas and pottery. The Provincial Exhibition attracted many entries, both from Rangoon and other parts of the Province, the class for workers from the Shan States filling for the first time. The silver work was again good, but the best class in the exhibition was probably that for metal statuette makers, in which the subject was a buffalo led or pulled along by a ploughman. The ivory carving was not as good as usual. Wood-carving showed considerable improvement, the figures of animals chosen as the

subject for competition arousing keen interest among the carvers. The lacquer work was good and, as in 1909, prizes were offered to goldsmiths for jewelry. The quality of the exhibits as a whole was well up to the standard of former years, and the exhibition was a successful one.

Among the industries partaking of an artistic nature which are mentioned in the reports for 1910-11 may be noted the making of large pots at Twante in the Hanthawaddy District: these are glazed with a mixture of rice-water and galena, and the art was represented at the Agri-Horticultural Society's Exhibition held in January 1911: mat-weaving, in the Ma-ubin and Hanthawaddy Districts: wood-carving, in Amarapura and the suburbs of Mandalay, and—of the heavier orders—in the Henzada District: silver-work in Rangoon, and in the Thayetmyo, Pegu, and Mandalay Districts: lacquer work, at Nyaung-u and Pagan in the Myingyan District: two medals were obtained by workers from this district for work shown at the Allahabad Exhibition, and an attempt is being made to form a local Art Committee in order to foster the industry: silk-weaving, in parts of the Henzada District: and bronze work in the Pegu District. These arts are, however, found in other districts than those mentioned, and there are other arts and art centres which are not noticed in the reports. Some of these have been dealt with in the series of Industrial Monographs: others have been briefly mentioned in the section headed *Manufactures* in Chapter IV *supra*.

CHAPTER VIII.

ARCHÆOLOGY.

REFERENCE :—

Report of the Superintendent, Archaeological Survey, Burma, for the year 1910-11.

215. Little progress was made during the year in the preparation of the classified lists of the more important monuments of antiquarian or archaeological interest in the Province. The Kuthodaw pagoda at Mandalay, the tomb of King Mindôn's mother at Amarapura, and four pagoda in the Tagaung Township of the Ruby Mines District were protected by notification under the Ancient Monuments Preservation Act. The removal of sculptures and other objects of antiquarian interest from the Wèbyan Cave at Pehinzeik in the Thatôn District, and from the Powindaung Caves at Minzu in the Lower Chindwin District, was forbidden by the issue of notifications under the same Act. The preparation of the plans and drawings in connection with the Architectural Survey of the Palace Buildings at Mandalay has been completed, and the letterpress only remains to be undertaken. The excavation of the prehistoric site of Yathemyo near Prome, continued: five funeral urns, of different shapes and patterns, and a terracotta plaque, all indicating vestiges of a Siva cult, were discovered, besides two fragmentary records in the Pyu script incised on clay votive tablets. Impressions of the inscriptions were sent to England for examination by Mr. C. O. Blagden, who during the year deciphered the hitherto unknown Pyu script appearing on one of the four faces of the Myazedi Inscription—the Burmese face of which constitutes the earliest lithic record in the Burmese character as yet found in the Province—besides two Talaing inscriptions found at pagodas in Pagan and Prome. The Pyu language appears to be related both to Burmese and Talaing, and two words of Sanskrit origin appear in the inscription. The Government of India sanctioned a grant-in-aid of Rs. 10,000 during the year, and the expenditure on archaeological works rose from Rs. 18,327 in 1909-10 to Rs. 42,071 in the year of report. Special repairs to the Thudama and Patan *sayats* (rest houses) at the foot of Mandalay Hill, and to the Sangyaung monastery at Mandalay; improvements to the Nanpaya and several pagodas at Pagan; and repairs to the Bawbawgyi pagoda at Hmawza in the Prome District, account for most of the increase. Two new proposals for conservation were made during the year; the first in respect of a pagoda erected in 1754 by Alaungpaya at Tagaung in the Ruby Mines District, where he received the submission of the *Sawbwa*, or Chief, of Mōng Mit; the second related to a brick inscription-chamber on the south embankment of the Meiktila Lake, sheltering an inscribed stone set up by King Mindôn in 1856 to commemorate the repair of the embankment. The discovery of inscriptions in the Pyu language at Yathemyo has led to the inclusion of excavation in that region in the programme of the Department for 1911-12.

CHAPTER IX.

MISCELLANEOUS.

REFERENCES :—

Report of the Chemical Examiner and Bacteriologist to the Government of Burma for the year 1910, Statistics of British India, Part VI.

Report on the working of the Office of the Superintendent, Government Printing, Burma, for the year ending the 31st March 1911.

Ecclesiastical Jurisdiction.

The Ecclesiastical jurisdictions are described in paragraphs 492 and 493 of the *Report on the Administration of Burma* for the year 1901-02.

Ecclesiastical.

216. Three small District Churches were dedicated for worship—at Mergui, Thaton and Mōnywa. A sum of Rs. 12,000 was subscribed towards the cost of erecting a permanent consecrated church in the Civil Station at Maymyo. A further sum of Rs. 9,000, originally collected for a church which it was proposed to erect in Mandalay as a memorial to those who fell in the war in Upper Burma, was also, after public notice had been given, allotted to the new church, which thus becomes the Memorial Church for that purpose. It is stated that it is hoped soon to commence work on the church, the estimated cost of which is Rs. 70,000.

Stationery.

217. The bulk of the paper used for official purposes continued to be supplied by the Controller of Printing, Stationery and Stamps, Calcutta, from Indian mills. The cost of stationery supplied to General Departments and the Government Presses in Burma amounted to Rs. 99,631 and Rs. 2,53,597, respectively, an increase of Rs. 7,750 in the case of General Departments and a decrease of Rs. 5,893 in the case of Government Presses, as compared with the previous year.

Office of the Chemical Examiner and Bacteriologist.

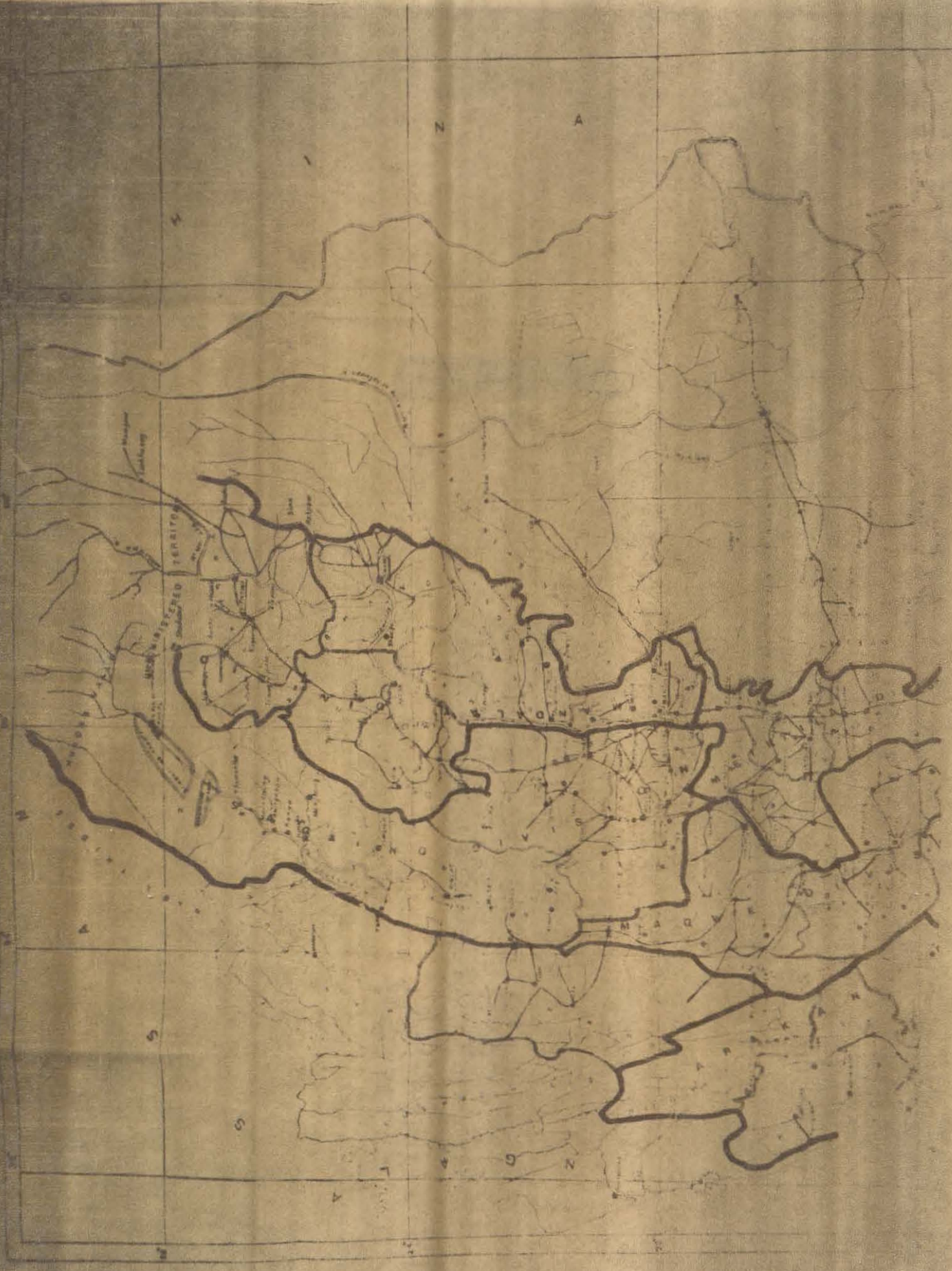
218. The number of articles examined in the Medico-legal Department rose slightly, from 1,236 to 1,256. The number of examinations connected with blood-shed increased by 48, and the articles examined by 101. In the General Analytical Department, 23,947 articles were examined, an increase of 7,487 articles over the figure of 1909. The advance occurred chiefly under the headings Cocaine, Morphia, Opium and Other drugs. These figures, though they represent a mere fraction of the bulk of the drugs smuggled into Rangoon, indicate the extent and growth of the drug habit. The results of examination suggest that the practice of adulterating cocaine is increasing.

The number of specimens and articles examined bacteriologically was 770; the decrease of 142 from the figures of 1909 is ascribed to the fact that more examinations for the purpose of determining the presence or absence of the plague bacillus were conducted locally during the year of report. One event of considerable importance in the management of the public health of Rangoon was directly due to more accurate bacteriological diagnosis, namely, the detection of cases of glanders in the human subject. Three hundred and twenty-nine samples of water were examined, as against 363 in 1909; 105 were pronounced to be unfit for drinking purposes, and 120 to be of fair quality only.

Office of the Superintendent of Government Printing.

CHAP. IX.—
MISCELLANEOUS.

219. The Government presses in the Province are the Central Press in Rangoon, the Jail Branch Press, which is housed in the Central Jail at Rangoon, and the Maymyo Branch Press, at Maymyo. The work which is carried out at these presses has been noticed in Chapter VII, *supra*, in the section entitled *Literature and the Press*. The receipts of the Press are small and arise chiefly from the sale of Acts, Gazettes and forms, and from printing work done for Municipalities. They amounted to a little over Rs. 35,000 in the year of report, a decrease of Rs. 2,000 from the figure of the preceding year. The expenditure of the three presses, exclusive of the value of convict labour employed of the value of type manufactured within the walls, of depreciation of plant, and of pensionary charges, but including the remaining book adjustment, namely the cost of stores obtained from England, amounted to Rs. 4,32,565, or more than Rs. 30,000 less than in 1909-10. Printing work to the value of Rs. 31,000 was given out to private presses, as compared with Rs. 21,000 in the preceding year. The value of the outturn of work from the Central Press was estimated at Rs. 1,39,000, from the Jail Branch at Rs. 1,21,000, and from the Maymyo Branch at Rs. 7,600, in all Rs. 2,67,600. The corresponding total figure for 1909-10 was Rs. 3,73,000, but the valuation in that year was conducted according to a different, and higher, schedule of rates. The value of the dead stock at the three Presses, exclusive of land and buildings, rose from Rs. 4,37,000 to Rs. 4,68,000. A new building for the Central Press is in process of construction, the existing accommodation having long been recognized as inadequate.



BURMA

$$\text{Slope} = 1 \text{ inch} = 22 \text{ mils}$$

1921-12

1857

[illegible]



MAP

